

Covernment Publications



Digitized by the Internet Archive in 2022 with funding from University of Toronto



S-31



## Legislature of Ontario Debates

Official Report (Hansard)

## **Social Development Committee**

Estimates, Ministry of Health



Third Session, 31st Parliament Tuesday, October 16, 1979

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC



## CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario. Editor of Debates: Peter Brannan.



## LEGISLATURE OF ONTARIO

Tuesday, October 16, 1979

ESTIMATES, MINISTRY OF HEALTH (continued)

The committee met at 3:36 p.m. in committee room No. 2.

Chairman: Mr. Blundy and Mr. McKessock indicated to me that they had two very brief matters with which they wanted to deal. Perhaps the minister would be good enough to respond to their concerns while he's responding to both opposition critics.

Mr. Blundy: This is a matter, Mr. Chairman, with which I think you'll be quite familiar. You probably are aware that the Ontario branch of the Canadian Pensioners Concerned Incorporated have been talking about the drug benefit plan, and specifically clause four, which says that only one month's supply of a drug can be given to them. They are putting forth the case of a woman who has high blood pressure and must take two pills of hydrochlorothiazide per week. She previously got her quota of 100 pills in December of one year. They lasted of course until December of the next year. It cost the drug plan, the government, \$2.80 to get it. If she has to go back every month for 12 months, it is going to cost the government

They really are pleased to have the drug benefit plan. They see the benefits of it. But they don't want to see the plan wasting

The reason I raise the matter is, if a person is being given a drug such as that-and many other drugs which I couldn't mentionwhy could she not be given a larger supply so the pharmacy bill would only be a very minor part of what it could be on a monthly basis? Why not, if the drug was something that didn't deteriorate within that length of time, or would not be harmful if more than the prescribed amount was taken daily?

We all are trying to find ways and means of cutting back. You talk about this all the time. Is there not some way these people, under the drug plan, could get a larger amount in one prescription, in one purchase, rather than having to go back monthly for something they have to take daily throughout the entire year?

Hon. Mr. Timbrell: Mr. Chairman, it is possible now, but it involves contact on the

part of the physician indicating that it cannot be changed to less. We have identified, or are identifying, a list of the more common maintenance drugs, and we are taking this up with the Ontario Pharmacists' Association and with the Ontario Medical Association to see if we can't bring about some change very much along the lines you're suggesting.

Mr. Blundy: That would have to be on a defined list, I presume, because there are certain drugs you wouldn't want them to take a seven- or eight-month supply of, of course. But you are looking at it, and are you going to try to work out something with the pharmacists?

Hon. Mr. Timbrell: One of the things often mentioned to me by physicians is that the older the patient is-and I don't know whether we'd be looking at six, seven or eight months or maybe two or three months at a time—the more likely his body chemistry is to change, and sometimes abruptly, and cause a different reaction to a drug that he may have been on for some time than would have been the case when it was first prescribed.

There has to be some regular interval for checking on the effects of it to see if it has to be strengthened or changed to some other kind of drug. We agree in principle and are working on that.

Mr. Breaugh: Are you considering as an option that you might work out some arrangement of a different dispensing fee so that perhaps a physician could prescribe a six-, seven- or eight-month dosage but the patient only picks up a 30-day dosage? Are you considering something like that or some variation of that scheme? What kind of investigation do you have under way?

Hon. Mr. Timbrell: There may be an alternative proposed by the pharmacists' association. They haven't as yet.

Mr. McKessock: I couldn't bring this problem to you yesterday because it only happened this morning. It pertains to lack of nursing-home beds in Grey county, I would like something done about this today, and also my constituent wants something done about it today.

It pertains to a gentleman who is 88 years old who went into hospital last Thursday. He went in with a weak spell, a heart problem, but the hospital wants to release him today. They will keep him until tomorrow. He also has a kidney problem and hardening of the arteries, which means that he can't be left alone. There's nobody at home to look after him because they all have jobs and are working.

He's in the Meaford hospital. The nursing home in Meaford is full. The nursing home in Thornbury is full. They came to me and said, "What can we do?" I bring it to you. What can we do?

Hon. Mr. Timbrell: I'm not sure what the doctor's prescription is. Is he saying he needs a nursing home?

Mr. McKessock: Yes, my understanding is that he needs a nursing home but there is no room available.

Hon. Mr. Timbrell: Then I would think the doctor has to make an assessment as to whether he keeps a person in hospital until a nursing-home bed does become available in that area or whether the person can function at home.

Mr. McKessock: My understanding is there's no room in the hospital either. He's there now, but they want to release him today or at the latest tomorrow.

Hon. Mr. Timbrell: Have you talked to the administrator of the hospital?

Mr. McKessock: No, I haven't.

Hon. Mr. Timbrell: I would suggest you do that. That is what we would do, go straight back to the administrator of the hospital who is responsible for that. Does Meaford have chronic beds in it?

Mr. McKessock: Yes.

Hon. Mr. Timbrell: Then it may well be they should consider admitting him to the chronic unit in the hospital. As far as the overall question of the need is concerned, the health council is doing a need study of beds in that whole Grey-Bruce area. I'm not sure where it stands or when we're likely to get it, but I don't think it's too far off.

Mr. McKessock: My understanding is that it would be fine to put him in the chronic if there was room for him, but there is no room there.

Hon. Mr. Timbrell: Who has told you there's no room? You haven't talked to the administrator and you haven't talked to the physician. Those are the people I would talk to immediately to find out if there is room. They're the ones who know.

Mr. McKessock: They were told by the doctor that there wasn't room for him and they were to find some place for him today or at the latest tomorrow.

Hon. Mr. Timbrell: I would go back to the administrator, whom you know well, and his doctor. It's a gentleman?

Mr. McKessock: Yes.

Hon. Mr. Timbrell: In most cases, if the individual is well enough to be at home with minimal care, which could be through the public health unit and the home care program, then he would be discharged home; if not, then no doctor is going to discharge somebody who is not well enough to look after himself or with the home care program as backup. I'm suggesting you do what we would do, that is, go straight back to the hospital administrator and the doctor.

Mr. McKessock: Are there any nursing home beds available anywhere so that if they have no room there—

Hon. Mr. Timbrell: I'm sure I don't know the numbers of beds occupied today in that area. You understand we don't keep a directory in my office of homes and which has how many patients. That is best done at the local level through the people whom you know, if you contact the local operators in that greater Grey-Bruce area.

Mr. McKessock: It is my understanding there aren't any in our area. Are there any, in any area, where you may just go out of the area?

Hon, Mr. Timbrell: Yes. There are waiting lists, of course, at all times. It is when the waiting list gets inordinately long that you start to look at adding homes, as we have done in Timmins and Peterborough counties recently, and as we are going to do in a couple of other counties in the next few weeks. I don't know what their assessment has turned up through the health council, but if it shows there are inordinately long waiting lists, then they will probably be making a case for additional beds, in which case we will look at that. In the meantime, your best bet is to go back through the administrator or the doctor because they know the operators in their county and can make the contacts directly.

Mr. McKessock: Has this assessment from the health council been presented to you yet?

Hon. Mr. Timbrell: I can't believe it is in, no. Somebody is shaking his head at the back. No, it is not in.

Mr. McKessock: Is there a time when it is supposed to reach you?

Hon. Mr. Timbrell: Some time this fall.

Mr. McKessock: How long, if they do recommend more beds, would it take to issue a greater licence in that area?

Hon. Mr. Timbrell: Our system, Mr. McKessock, is to call for proposals. Let me just give you an example. We got a report about three or four months ago from the Haliburton-Kawartha-Pine Ridge Health Council. It may have been a little earlier than that, it was in the spring. It recommended beds in the Peterborough area. That report was reviewed. In essence, the review indicated we should concur with what they found. I announced approval in early September.

We will, this fall, be advertising in the papers in that area for proposals which will allow either existing operators or anybody who wants to get into the business, to apply for permission to operate those 30 beds. It's been licensed to operate those 30 beds, so it could be either a new home of 30 beds or somebody adding some or all of those 30 beds to an existing home or homes. The applicants will be interviewed by our inspection branch and I would, in that particular case, anticipate that some time in the first quarter of 1980 we will announce approval of who will operate the additional 30 beds. Then they will either add on to a home or build a new home. In that case, the beds will be on stream in early 1981.

Mr. McKessock: So it looks like about one year's time after you realize beds are needed, before you could—

Hon. Mr. Timbrell: About. Sometimes though you get another situation. This isn't too common but there are cases where they built homes in the late 1960s or early 1970s with an extra floor as a hedge against the future. If they are successful, they can open them up fairly quickly. That happens sometimes. I don't know, but there have been some sales in your area of older homes. There was one in Chesley that was bought by an outfit in Owen Sound and there was one in Feversham. Is that in your area?

Mr. McKessock: Feversham? Yes.

Hon. Mr. Timbrell: Yes. There was one there we closed because of the conditions. There have been some movements of homes in that area.

Mr. McKessock: I believe an existing nursing home in Meaford has extra beds available, and if an assessment was made, then probably they could come on stream more quickly.

Hon. Mr. Timbrell: They would probably apply then.

Mr. McKessock: If they applied and were accepted, they could come on stream maybe within two months of the assessment.

Hon. Mr. Timbrell: Probably, but the assessment needs to be done. I'm quite prepared, as I've said many times, to approve extra beds or go back for approval for more beds where we can document the need for them. We've done that in two counties already and we will be doing a few more this fall.

Mr. O'Neil: It seems to be a long time, though, a year, especially in some of these areas. First of all you have to go through this delay about trying to get a study set up and then you have to have a study done and you re-assess it. Then you have to put it out for advertising; you have to bring in whatever comes along and you have to approve that; you have to give approval. Then you have to go out and have them start and you have to wait for all of it. Is there no quicker way, in something like this, other than making a community wait for a year or a year and a half, and sometimes two years, from the commencement of a study?

Hon. Mr. Timbrell: We've said to every community, Mr. O'Neil, that the level of 3.5 beds per 1,000 population is the minimum that we want to see. Sure, in some areas we could shorten it—there are very few, though, that are at 3.5 now—but in some areas we might short-circuit that process by bringing it up to that.

It is really not that different from the studies done from time to time—for instance, for senior citizens' housing or homes for the aged. If a municipality wants to come up with the idea that it would like to build more senior citizens' housing or home units for the aged, then they have to do an assessment. They have got to do an analysis of their community and the waiting lists; in other words, the need. If there is any way to shorten that process, I think it's likely to happen as more and more counties carry out the analyses and learn how to do it one from another.

We're finding that the ones more recently being undertaken are getting under way faster, based on the experience that the others have had.

Mr. O'Neil: Is your ministry taking any initiative to try to shorten this period? In other words, it's all right to say, well, we're waiting for this and everything else. But is there no way that you could help to stream-

line things within your ministry to speed up this process?

Hon. Mr. Timbrell: Where we have either district health councils, or bodies like the hospital planning committee or something similar, that speeds up the process. It's where you have no local planning organization at all, which unfortunately is the case in your area, that you have to start from square one and develop some kind of a locally based planning group to do the work. For instance, in the Huron and Perth counties area I asked the hospital administrators to do it. They meet once a month to discuss issues of common concern. It's quite informal. I asked, since there is no health council in the area, would they take this on? I believe they are going to take that on, now. So that's the best way to short-circuit everything.

Mr. O'Neil: So what you are saying is that if certain areas do not have health councils, they are at a certain disadvantage in this regard, anyway?

Hon. Mr. Timbrell: Because they are a few steps behind in having some kind of a local body that is looking at their health-care needs means you've got to set up one first. You've got to go through all of that, and then start off from the same mark as the other areas that have some kind of planning body. It doesn't have to be a DHC. It can be the sort of thing I've been describing here in Perth or in, say, the Queen's Health Sciences Complex Committee in Kingston. They don't have a health council yet, but that body can be used for those studies at the local level, and it is used from time to time.

Mr. McKessock: If I could go back to my original problem here just for one minute where—

Mr. Chairman: I don't think we should spend too long.

Mr. McKessock: No, I just wanted to clear up this case of the lady who called me, and whose father is in the hospital. He is 88 years old and he must be released tomorrow. It appeared that the hospital and the doctor were putting the responsibility on this lady to look after her father. But what I get from you is that you are turning around and putting the responsibility on to the hospital and the doctor. Is that correct?

Hon. Mr. Timbrell: Most hospitals have some form of discharge planning process. What I'm saying is that my experience has been that the doctors and the individual hospital administrators can be very helpful, and are very helpful, when called upon to assist in locating beds if the person is an urgent case. It is entirely possible that you might approach a home and they will jump him on the waiting list based on his need, if his need is that much greater than people who are on the existing waiting list.

Mr. McKessock: Thank you, Mr. Minister.
Mr. Chairman: Perhaps at this point we could put on the record what has been agreed to by the committee in terms of agenda, Mr. Conway or Mr. Breaugh?

Mr. Breaugh: Yes, I think we want to reiterate that in June the steering committee recommended to the committee, and the committee accepted, that the minister would report here at the beginning of this session on the hospital report. Last Wednesday, when we began the continuation of the estimates, we had agreed that we would take kind of a bulk vote on the estimates when we conclude that business today; that tomorrow's session would start at 2 p.m.; that we would deal first with the hospital report, which was done by the committee in June, for about two hours, and then we would conclude with an hour at the end to deal with the Lakeshore report. I want it to be clear to everyone that that's what the steering commmittee had worked out and what the committee has agreed to as a whole.

Mr. Chairman: Perhaps the minister could proceed with the response to the critics.

Mr. Conway: Accurate, detailed answers.

Hon. Mr. Timbrell: Oh, yes.

Mr. Breaugh: If it's your normal speech, we'll bag it and put it on the geraniums so they'll be nice and bright in the spring.

Hon. Mr. Timbrell: I see.

First of all, Mr. Chairman, I want to start with a look at the concerns that have been expressed about the area of long-term care. I want to put on the record a number of the things that we have, in fact, already undertaken in this field, which I think every-body recognizes is one of the biggest challenges facing the government and people who are involved in the provision of health care.

How do we cope with the fact that we're going to have a doubling of aged people—"aged," perhaps, is the wrong word, but people over the age of 65, which has come to be the traditional retirement age—within 20 years, which is obviously not a long time, and do it in a way which is appropriate to their health-care needs and which we can afford? We recognize that while today the over-65 population accounts for between eight and nine per cent of the total population, it accounts for fully a third of the

hospital utilization in the province, a utilization which is quite disproportionate to its

numbers in the population.

As I indicated yesterday, or perhaps last week, we have set aside money from the provincial lottery to establish a gerontology research council for the province. In fact, in June, I responded to a proposal which had been submitted by Dr. Hastings at the University of Toronto, along with Drs. Layne and Bayne, who had formed a committee on gerontology research. Their proposal had been to establish this research council, and this was in response to my announcement of a few months before. I'm expecting to hear from them by November, and to give the go-ahead for the final details of setting up such a research council.

This process, of course, was given a great deal of impetus by the task force chaired by Dr. Rose, which reported through the Ontario Council of Health about a year ago on health care for the aged. I should tell you that the primary objective of the new council will be research, the training of researchers in problems associated with aging. I might just read to you the five specific objectives that have been outlined for the council.

First, the council is to identify important areas in geriatrics and gerontology where scientific information with special relevance to

Ontario is needed.

Second, and this is an important one, it is to solicit funds from private and public agencies for the support of research and training. I mentioned that we have set aside \$1 million. We will also, in the first three or four years, give them directly from ministry funds an additional \$500,000 in support of their program. In that time we expect the council to develop a program to solicit funds from the private sector, various foundations, the corporate sector and so forth.

The third objective is to establish procedures to promote and support research and training by disbursing their funds and by making use of rigorous peer review. This is a process we've used now for a number of years to review research proposals, first, when they are made and, secondly, to evaluate

results.

The fourth objective is to identify ongoing research in Ontario and provide co-ordination to avoid duplication and to promote co-operative work among the universities currently working in this field. The one subject I continually bring up, when we get together at the national level, is a desire to find some way to co-ordinate the research efforts within the country.

[4:00]

There's a clear distinction made between the activities of the medical research council and the provincial governments and the work they fund. But at this point, there's no mechanism to co-ordinate among the provinces, to ensure there isn't wasteful duplication of research projects. The research money is hard enough to come by as it is.

The fifth objective is to promote the evaluation of service programs in Ontario, by prospective studies, controlled clinical trials and other scientifically valid means, and serve as a resource to government in evaluating such programs. Of course, this is going to cover basic physiological, pathological and sociological research in a number of other

We are also setting aside funds to develop a human nutrition research council. We've accepted a proposal from Drs. Anderson, Beatton, Hollenberg and Blendon at the University of Toronto to develop this council. That should also get under way this fall, and this should have particular relevance to the elderly.

The University of Toronto has now established, as a result of a number of factors, the council of health's task force and the growing awareness in the medical profession about the need to better prepare positions to deal with the problems of the elderly. They have established a program in gerontology in the last year. This has been set up under Dr. Blossom Wigdor. As well, the University of Western Ontario has for three years had a program in geriatrics within its department of internal medicine, and programs in the other medical schools have also had their geriatric content upgraded.

Recently, the Royal College of Physicians and Surgeons has recognized geriatrics as an official sub-specialty, within internal medicine. They are currently establishing the

program for this sub-specialty.

It's interesting to look at some of the OHIP data. We find that approximately one-third of the services of the respiratory disease specialists, psychiatrists, and radiation on-cologists go to people over 65. We suspect that this would also apply to physiotherapists, occupational therapists, and audiologists. Obviously, other things like general surgery, anaesthesia, internal medicine and so forth, would have a very heavy concentration, recognizing that the over-65 population do account for a third of the hospital days in the province, even though they are between eight and nine per cent of the population.

Mr. Conway: On a point of clarification, are these programs being established with any sense of directon, co-operation, or guid-

ance from the senior ministry officials? Or is it simply taking place on a happenstance and reasonably unco-ordinated way?

Hon. Mr. Timbrell: The staff within the ministry, particularly in Dr. LeBlanc's area, are interested in research. Dr. Dyer's staff are interested in the institutional field. I certainly am involved on a regular basis in talking with the proponents of, let's say, the councils on aging or on nutrition. We are trying this way to give a stimulus for these.

As well, we have a joint committee of the Ontario Council of Health and the Ontario Council on University Affairs which looks at manpower needs. Through that body we can and do discuss content and attempt to influence not only the numbers of various practitioners trained in the province, but we would hope, in the future—also what it is they're learning.

Mr. Conway: If I understand you, then, there's nothing specific. There's no particular focus or co-ordination or direction from the ministry which says, "Go forward and establish these programs on the clear understanding that we want certain parameters understood with respect to geriatric care in the 1980s or 1990s."

Hon. Mr. Timbrell: I think the fact that we've set aside the fund and called for proposals is an indication of direction on the part of the ministry. We are not in a position to order any faculty to establish any program, but clearly, the faculties of medicine more and more recognize, as we do, that there is a need in this area, and are following. Then it gets into the field of financing, and involves another ministry, who I think are going to be here some time this fall to discuss their estimates. But as far as we're concerned, in our research programs, in our service areas, we are trying to give the leadership to encourage the development of these kinds of programs.

Dr. Fisher's program at Sunnybrook, for instance: in looking at Sunnybrook's needs, we've put that program on a line-by-line review to make sure that program does have sufficient funds within their overall budget to sustain it.

Mr. Conway: One of the things that comes to mind, and it may not fall exactly within this particular discussion, is that I would be interested to know, in the consideration of these kinds of programs, whether or not the ministry makes a specific reference to devised programs, taking into consideration for example the obvious rural-urban split and the kinds of programs that would be de-

veloped to deal with the special requirements.

Hon. Mr. Timbrell: Yes. One of the things we've done this year, is to encourage the conversion of acute-care beds to chronic care, and coincident with such conversions, to establish or to expand chronic-care programs for the care of the aged. We have as well initiated the seven chronic home care programs in the province. Indications are that by the end of this current year, looking at the whole province, we're going to have no fewer and probably slightly more beds in the province—acute, chronic- and extended-care—than the number at the start of the year. But a great many will have shifted to take account of what the real needs are.

In particular, we're finding in areas like Mr. McKessock's and others that there is a very real need because of higher numbers of aged people for these chronic-care programs. One of the things that is most important—I think we discussed it yesterday—is this whole question of discharge planning, and more than two thirds of the hospitals in the province do have discharge planners. We hope to introduce placement co-ordination services throughout the province, and in this way to assist the elderly, or really anyone, to get the most appropriate level of care they require.

Obviously we are not the only ones involved as a ministry in the care of the elderly. The Ministry of Community and Social Services are very much involved. We have been working on mechanisms to coordinate in particular the activities of our nursing-home inspection branch and their homes-for-the-aged program. In many cases we are dealing with the same population. We have all the nursing homes under us but ComSoc have thousands of extended-care beds in homes for the aged, which really are the same types of beds as in the nursing homes. So that demands close co-ordination.

I'm not sure there's anything else in the area of the elderly that was asked, Mr. Chairman.

Mr. R. F. Johnston: Could I ask for a clarification of assessment then? What do you mean by the placement co-ordination around the province? Do you mean that hospital-by-hospital?

Hon. Mr. Timbrell: No, community-by-community.

Mr. R. F. Johnston: Would that be a combination of assessment and placement?

Hon. Mr. Timbrell: No. We discussed this for a while yesterday. There have been sev-

eral—Hamilton is one that comes to mind—that have been assessment and placement agencies. But the assessment part of that has ended up being a duplication of what either the physician in the hospital has already done, or in the nursing home, who is responsible for the individual, or that the family physician has already done, if the person isn't already in a hospital. It was felt that we should rely on the assessment made by the physician, wherever, and then proceed with the placement of the patient.

Mr. R. F. Johnston: Since I missed yesterday, I'll read the transcripts instead.

Hon. Mr. Timbrell: Yes. I put some information out earlier in the year.

Mr. Breaugh: I wonder if we could pursue this just for a minute.

Hon. Mr. Timbrell: Sure.

Mr. Breaugh: I appreciate what the minister has just said and I support that activity within the ministry, but do you catch the irony Mr. McKessock and I have to go through when we get people sitting in our offices saying: "I don't know where to go"? We go back to the people who are in the first instance saying: "Discharge them." You said to Mr. McKessock: "Go back to the doctor." It is the doctor who is saying, "Get out." You say: "Go back to the hospital administrator." He is also saying: "Get out." The people are coming to us and saying: "Get out to where?"

While we are supportive of the kind of work the minister just outlined, is there not a means whereby the ministry can change gears, provide some accommodation in the short term for people who are coming into our office saying: "The doctors and the administrators are saying I have to take" my father, my grandfather, my aunt, whoever, "out of the hospital and I don't know where to put them"? The fact is in a lot of our communities there aren't places to put them.

Hon. Mr. Timbrell: In some areas, such as Amprior, I approved some temporary nursing-home beds a year and a half or so ago, pending the completion of a review of that county. In Lindsay, I approved putting 21, I think it was, temporary nursing-home beds into the Ross Memorial, when we closed down the operator there, until a new home could be built. On an individual basis, it can be done. Quite often the suitable facilities are not available. They are not always available, but it can be done and has been done.

Mr. Breaugh: I have the irony, much the same as Mr. McKessock, of having some excellent facilities for people who need that

kind of care, but they are limited in number and the system is slowly but surely grinding down on them. The regional council wants to build another home for the aged. We know the need is clearly established. All of that kind of survey work has been done. The Ministry of Community and Social Services says: "No, there are no more funds available." Nursing homes which do need to be licensed, inspected and standards set and all of that, are at a standstill in my area.

Hon. Mr. Timbrell: Didn't you just open a new one in the last year or so?

Mr. Breaugh: No.

Hon, Mr. Timbrell: Baillycliffe?

Mr. Breaugh: No.

Hon. Mr. Timbrell: Ajax?

Mr. Breaugh: Yes, in Ajax, there is one. You know we have the study under way about—

Mr. R. F. Johnston: It is not an additional facility; they moved from another location.

Mr. Breaugh: Yes, there are no new beds, but there is a different facility. The study by the health council about placement co-ordination is a good and logical thing, but the hard reality is if somebody comes to me, as the lady did last week, and asks, "Where do I go?" I don't have an answer. Everybody I turn to tells me about the studies that are going on, but they don't have an answer either. In the interim, somehow, good planning and mechanisms have to be put in place in short order to deal with an immediate problem. It is not happening.

Hon. Mr. Timbrell: All right. On the placement co-ordination services we wrote to every health council in the province to tell them funds are available for building proposals.

Mr. Breaugh: Yes.

Hon. Mr. Timbrell: The money is protected, but the proposals are very slow in coming in from some areas. In others, like Essex, a proposal came forward right away. We were able to approve it and it started two weeks ago yesterday. I guess as far as the number of beds is concerned, that is going to be an ongoing problem. I anticipate, particularly in a region like yours, they are going to have to maintain some kind of an ongoing review of chronic- and extended-care needs, or at least review them no less frequently than every four or five years, as that community grows in size.

I emphasized when I spoke to the Nursing Home Association yesterday in Ottawa that we will follow the proposal call system so there can be no suggestion anywhere—

these are obviously approval to operate and are not only an important process, but also a very valuable one to the successful applicant—there is any favouritism. It will be a totally open process of making submissions

and evaluations being done.

In some communities, as I've said, like Arnprior or in Lindsay, the individual circumstances suggested there would be some temporary beds allowed until the studies were done. That can be done and undoubtedly will be done in other communities. I offered, for instance, in Thunder Bay, to approve 40 temporary nursing-home beds in the hospital in Thunder Bay last April or May. It was turned down for their own good reasons at that time. We can do that and are prepared to do that.

[4:15]

Mr. Breaugh: This is all very rational and analytical. Theoretically it's strong, but it doesn't help me when somebody comes in

and asks: "Where do I go today?"

A guy came to me from a Toronto nursing home. He wasn't happy with the medical treatment he was getting and he went to see another doctor. The doctor put him in a hospital The nursing home took away the bed. The hospital wanted to discharge him. Where does he go?

I understand all of what you're trying to do. I'm supportive of what you're trying to do. I'm saying the cold, hard reality when you're looking somebody in the eye is that you have to say to them things like: "We're planning this. We have to do these things. But I don't have an answer for your prob-

lem."

Hon. Mr. Timbrell: I wish it were possible or that at some time we had had a system where we always had vacancies, but, as you know, that has never existed and it likely will never exist although, strangely enough, we are finding vacancies in homes for the aged.

Mr. Breaugh: Not in my area.

Hon. Mr. Timbrell: We are in Metro.

Mr. McKessock: The temporary bed allotment you just mentioned would definitely help me. I know the facilities are available in Meaford. If you would give a temporary allotment this afternoon I could have a bed for this fellow by tomorrow morning.

Hon. Mr. Timbrell: But that's before you've even checked with the doctor or the administrator. I don't know where the beds are in the rest of the county.

Mr. McKessock: How do you go about getting a temporary allotment of beds?

Hon. Mr. Timbrell: It's not done every lay.

Mr. McKessock: But it has been done in several cases. How do we go about getting it?

Hon. Mr. Timbrell: When the report is due from your county this month or next month, I wouldn't likely look at allowing extra beds because I would be very surprised if you could set up beds in much less than two or three months anywhere in the county.

Mr. Breaugh: There's the problem in a nutshell. Mr. McKessock brings in the case.

The guy is not walking out of the hospital on his own. There is obviously a doctor saying it's time to discharge the patient. There's obviously an administrator saying: "I need that bed; this patient should go." What does he say? Does he say you have to go on hold for a month until the study is in and after that you have to go on hold for another three months? What do you do?

Hon. Mr. Timbrell: Are we suggesting trying to reach the day when there will never be a waiting list? You'll never reach that. When you do needs assessments, it is very much a judgement call as to what are reasonable waiting periods. We plan to add facilities and programs to ensure they don't get unreasonable. That's going to be ongoing. Five years from now there will have been hundreds, if not thousands, more beds approved. Yet in some areas there will still be the need to add and there will be an assessment done. That's going to be an ongoing problem.

Mr. Conway: On that point, since you opened the question, what evidence, anecdotal or otherwise, is there to point to a pattern of vacancies in homes for the aged in Metropolitan Toronto?

Hon. Mr. Timbrell: I sat on the board of a home for a number of years. The average age of residents in homes for the aged is much higher today than it was a decade ago. In our particular home in Don Mills, it's well over 80. When the home opened in 1969 it was about 69 or 70. People are apparently staying in their homes longer.

Mr. Conway: They're living longer.

Hon. Mr. Timbrell: They're living longer, yes. As I mentioned yesterday, in the 1970s the average life expectancy of a Canadian increased by a full year, which says something about the health-care system and the services available to people; we advanced that much in only one decade.

Mr. Conway: Much more about prayer and meditation, I suspect.

Hon. Mr. Timbrell: People are living longer; they're staying in their homes longer. Because of significant advances in pensions and various other financial supports, be it tax credits or municipal schemes to defer portions of municipal taxes, they're able to stay in their homes longer.

When they are coming into "care" they are in a more advanced state of the aging process, the deterioration associated with the aging process. They are more likely to require extended care either right away or sooner than was the case with the people who came into our homes a decade ago. There are people in Thompson House in Don Mills who are only just now—

Mr. Conway: No problem, Dennis, but I want you to be more specific now about these vacancies that exist in homes for the aged in Metro. Is it a growing pattern? Is it related exclusively to the phenomenon you have just indicated, that residential beds are now increasingly vacant?

Hon. Mr. Timbrell: I am sure Mr. Norton would have more specific information about this because it comes under him, but my understanding is that it is obviously in the residential area and also in senior citizens' buildings that they are experiencing this now.

Mr. Breaugh: Maybe the answer is we all get a roomful of staff people and we never have to look them in the eye, and we can be calm and analytical, too.

Hon. Mr. Timbrell: Hold on. I have got to deal with a constituency, too. Just two weeks ago, in my constituency office, I had to deal with exactly the same kind of situation. We were able to assist the lady in carrying out—

Mr. Breaugh: Give me a roomful of staff; I'll do it, too.

Hon. Mr. Timbrell: —in carrying out the function that a placement co-ordination service should carry out. As I mentioned yesterday, we have set aside \$150,000 for a placement co-ordination service in Metropolitan Toronto. We hope, in the next 18 months, to get a specific proposal and get the thing going. That would save a lot of needless heartache and anguish for individual citizens and the members, aldermen, clergy, whoever may try to assist them.

Mr. McKessock: Mr. Minister, in these areas where we are allowed temporary nursing-home bed allotments prior to the completion of the needs assessment, what did they have to do to convince you that this was needed; what steps did they take to get this approved?

Hon. Mr. Timbrell: These were areas where the production of the report was going to be a year to a year and a half away. In your community, we are looking at maybe a month. I can tell you, I wouldn't likely look at a temporary bed allocation in that area. It would be really, I think, redundant.

I suggest to you again, with respect, you haven't checked with the hospital, who can check for you with the nursing homes in the county and find out where there are vacancies. You haven't, with respect, checked with the doctor to determine whether the person could be at home with home care from the local health unit. These are things, with all due respect, that, if we had a placement co-ordination service in that area, they could do for you.

Mr. McKessock: Of course, this responsibility was put on the daughter of the elderly gentleman by the doctor, who, in turn, checked these places out and then came back to me.

Hon. Mr. Timbrell: She checked which places out?

Mr. McKessock: The nursing homes, and found they were filled.

Hon. Mr. Timbrell: All of them? I thought you said earlier she checked the one in—

Mr. McKessock: Meaford and Thornbury and the immediate area.

Hon. Mr. Timbrell: But it is a bigger county than just Meaford and Thornbury, and there are a lot of homes in that area.

Mr. McKessock: Which were all full,

Hon. Mr. Timbrell: As I say, it depends on the doctor's opinion, too. If he says that person cannot function in her home, in his own home, whatever, either with an occasional house call by the doctor or support nursing or otherwise from the home care program of the local health unit, then that would have an influence in moving that person well ahead on the waiting list of any home. But I think they can be of a little more assistance than what you have indicated they have said so far.

A lot of times it is a straight communication problem. They can do a lot more than just saying, "You look after your father." That's not very good, either.

Mr. Chairman: Perhaps, just as an observation, if we could have as few interjections as possible, to allow the minister to proceed with his responses, I think it might be helpful.

Mr. Breaugh: Wait a minute, Mr. Chairman. We have bent over backwards on this one.

If we are not going to insist on a long debate with a lot of votes, then at least we should have the opportunity to stick our nose in once in a while.

Mr. Conway: I think the chairman does have a good point in so far as I would like to see some discussion of some of the other questions: the medicare question, the Port Hope radiation matter, and some of the other questions which were raised. I think we have just got to keep a balance.

Mr. Chairman: I just looked at the clock and realized we only have an hour and a half left, and the minister has a lot of material here. I am in the hands of the committee, but it occurred to me if we could move it along a little it might be helpful.

Hon. Mr. Timbrell: I will try to-

Mr. Conway: Discipline your answers.

Hon. Mr. Timbrell: —discipline myself. I think somebody said if you asked me the time, I'd tell you the make of the watch.

Mr. Conway: Well said.

Hon. Mr. Timbrell: Someone raised the question—I think it was Mr. Conway—about the comments from the provincial auditor three years ago last August about the number of subscribers listed in the system.

Mr. Conway: I want to know in general terms what you're doing about a unique personal identifier or what scheme you have.

Hon. Mr. Timbrell: We've really not moved any further on the UPI.

Mr. Conway: Oh? So we're right back where we started.

Hon. Mr. Timbrell: No. As I told you the last time you asked, we are—

Mr. Conway: You gave us to believe the other day that there were certain steps being taken in that direction.

Hon, Mr. Timbrell: We have certainly investigated it. We have cabinet approval in principle. We've had that for some time. We have not proceeded any further pending the finalization of the Krever commission on the confidentiality of records.

Mr. Conway: Have you any indication as to what you'll do in the post-Krever period? Will we wait another five years?

Hon. Mr. Timbrell: I have no indication what Mr. Justice Krever is going to say, so I really can't say.

Mr. Conway: Have you any contingency at all to move as quickly as possible to settle the very difficult problem?

Hon. Mr. Timbrell: It's been settled. We've purged the system.

Mr. Conway: Are you or are you not going to proceed with a unique personal identifier? Yes or no?

Hon. Mr. Timbrell: It is our plan to proceed. We are awaiting the results of the royal commission. We have approval in principle. Once we have the royal commission report we'll do an evaluation as to the benefits of it, depending upon what's been recommended and make a final decision then.

Mr. Breaugh: That's how you make a watch.

Mr. Conway: You are no further advanced in this discussion than you were 18 months ago.

Hon. Mr. Timbrell: Your specific question the other day had to do with the fact that in August 1976 the provincial auditor pointed out that 12.5 or 12.6 million subscribers were listed.

Mr. Breaugh: He had it down to nine million.

Hon. Mr. Timbrell: The system has been purged and that problem has been straightened out.

Mr. Breaugh: Purged to what?

Mr. Conway: How have you done that? Could you explain the purge?

Hon. Mr. Timbrell: Essentially, we went through the claims history files. The problem really had to do with the movement of people around the province. You might have been listed as "S. Conway," if you had a previous employer, and "Sean Conway" with your current employer. You might have been "Sean R. Conway," "S.R." or "S. Roy" or whatever. That's where the difficulty arose.

Mr. Conway: How did you do that? Did you do it internally?

Hon. Mr. Timbrell: It was basically done by the instatement of claims, as I understand it. If you want some more detailed information—

Mr. McClellan:: What did you get it down to?

Mr. Conway: Yes, what did you get it down to?

Mr. Breaugh: What is it now?

Mr. Conway: What's the new figure now? Have we got eight million, four million, six million?

Hon. Mr. Timbrell: It's currently made up of 1,669,007 single certificates and 2,255,782 family certificates for a total of 3,924,789 certificates for the population as a whole.

Mr. Conway: That sounds a little more reasonable.

Mr. Breaugh: It sounds reasonable, yes. I'll go along with the "sounds" part.

Mr. Blundy: I have 17 cards that my son, Paul D. Blundy, Jr., and I have received over the last two years. Something went wrong with the computer and he got 11 cards and I got six.

Mr. Breaugh: You see how the system works. Can you fix it?

Mr. Blundy: There are a few. You can do away with quite a few cards there.

Mr. Conway: You're quite aware of the internal document—I didn't bring it with me—the in-house document of, I think 1973, which indicated the advisability of a unique personal identifier. I'm interested to know, because you've really not spoken to this today, what exactly your present difficulties are with moving forward—aside from the Krever commission, which I can appreciate to some degree. What general policy concerns do you have personally about going forward with the UPI?

Hon. Mr. Timbrell: As you know, the plan, when we were working on it before, pre-Krever, had been to use the social insurance number, since it's the most readily available numbering scheme in the country. A great many concerns have been raised by civil libertarians and others about the use of that particular system which, it's alleged, could lead to access to all kinds of information—or, for that matter, about any such system. It's these kinds of arguments that, as you know, have been made to Mr. Justice Krever when he held his hearings and received submissions.

Mr. Breaugh: When do we see the Krever report?

Hon. Mr. Timbrell: My last understanding was that it will be early in the new year, January or February. He's writing it now.

Mr. Conway: But there will be a series of post-Krever examinations and reviews and other deliberations.

[4:30]

Hon. Mr. Timbrell: This is one of the policy issues we'll have to look at and ask, "All right, is there still a potential cost benefit compared to whatever horrors or problems the good justice identified?"

Mr. Conway: Like molasses in January, you march ever onward.

Hon. Mr. Timbrell: I think we do a rather incredible job, when you consider we are dealing with the largest insurance operation on the continent. As I mentioned in the House today, we do now pay out a quarter of a million claims a day. Unfortunately,

some mistakes are made, especially when you're dealing with a highly computerized system. But I think, really, at that volume, even if we had a one per cent margin of error, we'd be dealing with 2,500 problem claims a day. I think, in fact, our volume is probably less than that.

Mr. Conway: When you get everyone moved to Kingston and Sydenham, I'm sure there will be less.

Hon. Mr. Timbrell: That's just the head office, of course. The processing of claims and enrolment is in the process of being decentralized to the district offices. Just the head office will be at Kingston with about 300 people.

Mr. Conway: Giving up that easily?

Mr. Breaugh: No stamina.

Hon. Mr. Timbrell: I think somebody wanted an update on the numbers of people in receipt of premium assistance. I won't read every line, but the total number of single subscribers in receipt of full or partial premium assistance is 786,843, of family subscribers, 500,312, for a total of 1,286,655. Do you want that broken down?

Mr. Conway: Just single subscribers, full and partial, total of 786,343? From whom did you get those figures?

Hon. Mr. Timbrell: OHIP.

Mr. McClellan: What's the breakdown?

Hon. Mr. Timbrell: Let me go through it, then. Under single, over 65: 478,324. Full premium assistance, under 65: 147,059. Fifty per cent premium assistance, 576. Seventy-five per cent premium assistance, 874. Twenty-five per cent premium assistance, 229. Temporary assistance, 16,342. Municipal welfare, 44,857. Provincial welfare, 49,621. Indians, 5,514. DVA, 10,372. Training schools, 2,044. Youth institutions, 773. Children's Aid Society, 14,977. And public trustee, 14,781. For a total of 786,343.

Mr. Conway: I'd like to serve notice. If you can, I'd like a complete memo on that. Somebody can perhaps just Xerox that; it's the easiest.

Hon. Mr. Timbrell: I won't take the time to go through the others, but it's broken down into categories for families, half a million, et cetera.

Mr. Conway: Those are remarkably improved data from what we remember in the select committee of a year and a half ago. I am certainly happy to hear that the data base has improved to such a degree. It sounds as if there's been a much greater up-

take of your offering than was the case earlier.

Hon. Mr. Timbrell: We've been advertising, distributing the information material much more widely—I think I have some here—

Mr. Conway: In that connection, can you indicate—

Hon. Mr. Timbrell: —putting up posters in various agencies where people in need of premium assistance would likely be, employment agencies and the like.

Mr. Conway: In that connection, can you indicate whether you or any of your officials at the OHIP head office have considered, and are making representations to your cabinet colleagues about the advisability of early implementation of the bottom line on budget paper D, which talks about a health tax credit to replace the premium assistance?

Hon. Mr. Timbrell: That's essentially a matter for the Treasurer (Mr. F. S. Miller).

Mr. Conway: You have offered no advice at all?

Hon. Mr. Timbrell: Yes.

Mr. Conway: You have offered advice?

Hon. Mr. Timbrell: It's been discussed, of course, but ultimately the possibility for any implementation or otherwise is up to the Treasurer.

Mr. Conway: You have offered advice?

Hon. Mr. Timbrell: It has been discussed.

Mr. Conway: It has been discussed. Does the change to a health tax credit, such as the one generally outlined in budget paper D, have any bearing administratively on your OHIP operation?

Hon. Mr. Timbrell: It would have some; sure it would.

Mr. Conway: Can you indicate just what kind? I'm not clear in my own mind how much of a change that would require.

Hon. Mr. Timbrell: It would reduce the number of staff somewhat, but not a great deal. It would not be the same as if you were to wipe out the premium system. That would wipe out—I forget how many—several hundred, I think. By the way, do you want copies of these?

Mr. Conway: Yes, I would appreciate it. No, I just want your printout. Is this your ad campaign?

Hon. Mr. Timbrell: These are blowups of what goes out to the doctors' offices, and to the insurance agencies.

Mr. Conway: Oh, yes, we'll have a look at those.

Mr. McClellan: Maybe you can make them available.

Hon. Mr. Timbrell: Can we get some more copies? I'll get some more copies.

Mr. Conway: They're hardly as controversial as some of your recent mailings. I want to know, from the policy point of view, what you as Minister of Health are prepared to tell this committee at this point about your views on a health tax credit?

Hon. Mr. Timbrell: The matter is, first of all, the responsibility of the Treasurer. It is under review by the government. I think I previously indicated, in discussions in the select committee and elsewhere, concerns I would have. I think the premium assistance program has worked well, as the numbers would indicate.

Mr. Conway: Well, after last year's investigation when we discovered it was wholly inadequate—

Hon. Mr. Timbrell: I'm sorry, I wish I had the numbers here for last year—

Mr. Conway: The fact of the matter is Darcy McKeough at Treasury and your people had no idea. The margin of error in that debate was staggering.

Hon. Mr. Timbrell: With respect, I think the health plan had some fairly accurate data.

Mr. Conway: The Treasury had no idea of the rates of uptake, none whatsoever. They were out by tens of thousands in one particular case. As far as the Minister of Health is concerned, you're quite happy to leave the status quo of the budget papers?

Hon. Mr. Timbrell: I think I've previously indicated I think the premium assistance plan works well. The ultimate decision, though, is up to the Treasurer.

Mr. McClellan: Could I just ask one question? Do you have figures in the ministry on the number of singles, and secondly, on the numbers of families in the province, who are not subscribers or covered by OHIP?

Hon. Mr. Timbrell: Do we have that? Interjection.

Hon. Mr. Timbrell: Theoretically, we've got 100 per cent coverage.

Mr. McClellan: Yes, I know it's theoretical.

Hon. Mr. Timbrell: When people change employment, sometimes the slips aren't changed around. Those are picked up, as you know. If a doctor services a patient who is found to be not covered, the doctor is so informed so they can get the person to the nearest OHIP office and get their coverage straightened out.

Mr. McClellan: Don't you have a figure or an estimate?

Interjection: There's always a problem with people moving back and forth and updating the information system.

Mr. McKessock: What about small business people? Are they all enrolled?

Hon. Mr. Timbrell: Yes. They would likely be enrolled. Most of them wouldn't have group plans, likely. They probably wouldn't have enough employees.

Mr. McKessock: Of course, there could be some small business people who are not enrolled and whom you wouldn't know about, unless they came to the hospital.

Hon. Mr. Timbrell: We would find them when they came in for service. In this case, we would pay the first claim, and tell the doctor: "Look, this person is not covered. You'd better tell them that, and get them to the nearest OHIP office to get it cleared up." This appears to happen much less frequently. When I first came into the ministry, almost three years ago, I recall many more letters from members of the public dealing with clearing up coverage problems. I don't think I've had a letter from a member or I don't recall one, for months and months, to straighten out this kind of a problem. It appears to be much better controlled.

Mr. McClellan: I would suspect most of them deal with the administration rather than with your office.

Hon. Mr. Timbrell: Somebody asked the other day about physician emigration. Just looking at the figures for the first six months of this year compared to last year, the emigration of physicians from Ontario to the United States has dropped by 40 per cent in the first six months of the year.

Mr. Conway: Is this the Canadian or just the Ontario rate?

Hon. Mr. Timbrell: Ontario.

Interjection.

Hon. Mr. Timbrell: I doubt it has anything to do with that. If a physician is contemplating making a move to the United States, he would go to the College of Physicians and Surgeons of Ontario for I believe what is called a certificate of standing or a letter of standing, to indicate he is, in fact, in good standing in the profession, so he could register or be licensed wherever he might be. Those have fallen off.

Mr. Breaugh: Does this have anything to do with the Americans tightening up their certification process? Hon. Mr. Timbrell: The certification processes are on a state-by-state basis. They're not on a national basis.

Mr. Breaugh: But I understand that they

Hon. Mr. Timbrell: Some have, but very few. I know when Secretary Califano was here two years ago he was indicating then he thought they were going to have to tighten up.

Mr. Conway: Former Secretary Califano.

Hon. Mr. Timbrell: Okay, have it your way. Under their procedures you can still call him Secretary Califano. He indicated as a nation he felt they would have to tighten up but he was, of course, hampered by the fact the 50 states individually control that, not the federal government.

Mr. R. F. Johnston: What was the percentage?

Hon, Mr. Timbrell: Forty per cent.

Mr. R. F. Johnston: For all the applications?

Hon. Mr. Timbrell: Yes, 40 per cent. That's year over year.

Mr. Breaugh: How many left in actual numbers?

Hon. Mr. Timbrell: Sixty-eight left in the first six months of this year, as compared to 125 in the first six months of 1978.

Mr. Conway: Do you have the breakdown by specialty? Are most of them specialists?

Hon. Mr. Timbrell: I'm sorry, I don't have it broken down that way. I don't know if we even get it that way. I don't think we do.

As regards the matters at Port Hope, as I indicated the other day, I had suggested in a telephone discussion with Mr. Crombie about two weeks ago, I guess it would be now, and last week Telexed to him, that I felt notwithstanding the fact all of the information coming from his sources in Ottawa, from the Department of National Health and Welfare, and from mine in the Ministry of Labour and in the cancer foundation, would indicate there is not a discernible health hazard in the area, we should, in addition to the studies Eldorado apparently have under way and which are going to be evaluated by the National Cancer Institute, commission a further study of the community. He has agreed to this and the staffs of the provincial government and the federal department will get together in the next few weeks to design a study. Once that design is completed I'll announce it.

I want to reiterate though that the information available in 1975-76 when Mr. Miller

was the minister, and the information available to me, all points to, as I said earlier, a situation where there is no discernible health hazard. Notwithstanding that—and the material was published through several sources over the last number of years—the claims of a problem persist. I think in talking to the local members and people in the community, it is in the interest of that community that such concerns be addressed. It is in their interest that we go the extra mile, I guess, notwithstanding all the advice that we've had to address those concerns and to address the interests of that community in the longer term.

Mr. Conway: I want to just reiterate my earlier concern in this connection. I appreciate what you're now doing, but let me just say I think it's about three years overdue. I find it a shocking indictment of both the federal and Ontario governments that a situation such as the one made public at Port Hope three or four years ago, a situation in which we allocated \$5 million to clean the mess up had never been allocated—

Hon. Mr. Timbrell: First of all, as you know, Eldorado has had a study under way. At the time, there was established an ad hoc task force of the federal and provincial governments made up of representatives from Health and Welfare, National Defence, Atomic Energy Control Board, Eldorado and Labour in Ontario.

[4:45]

Eldorado has had under way its own epidemiological study of 2,800 past and present employees. That is the study I understand will be evaluated by the National Cancer Institute. In other words, they will have no control over the conclusions of that study. That has been going on as a result of this federal-provincial task force.

The data which was available to Mr. Miller in 1976, and to me since, did not indicate a broader study was warranted. In fact, that was the position taken in 1976 and it is only now in the last two to two and a half weeks that certain individuals have resurfaced mak-

ing certain claims.

Mr. Conway: I beg to differ with you. I think you are really fogging the issue. I think the people who have resurfaced made their case very directly to all government officials as long as three years ago and they have not had their concerns redressed. This government, and indeed the federal government, both of whom have such a commitment to nuclear power, have not earlier committed their resources to going the extra mile. That you and Frank Miller, as your predecessor,

have not in your role and responsibility as the Ontario Minister of Health taken this much more seriously, I just find incredible when I consider the amounts of money spent and allocated in many other areas. I find in excusable that three years ago when Frank Miller was approached, as he was, by many of the same people who are now resurfacing—

Hon. Mr. Timbrell: Three years ago when those first delegations were made, my predecessor replied with a very lengthy, detailed reply to the doctor in question giving the data available at that time for the years 1960 to 1973. That would be from the year after the last of the fill was apparently used around those hundreds of homes to 1973.

In that same letter he asked some very basic questions of the doctor in question as to the basis of his data because it was not very clear how it had been developed. That was March 8, 1976. There is no record the doctor in question ever replied.

Mr. Conway: Will you table the Levy-Miller correspondence?

Hon. Mr. Timbrell: Sure. Can I get you copies? This is the only copy I've got.

Mr. Conway: Oh, fine, I'd like a copy. I'd also like to know from you exactly the advice on which you proceeded three years ago or certainly after taking over from the former Minister of Health. Who gave the advice and what was the nature of the advice that led you to conclude the questions being raised were not substantive?

Hon. Mr. Timbrell: Let's look at currently, who did I consult currently?

Mr. Conway: Well, I want to know—

Hon. Mr. Timbrell: I consulted with Dr. Suttie, who is the head of the community health division of the ministry; the assistant deputy minister, Dr. Martin; the chief medical officer of health, Dr. Lang; the area medical officer of health, Dr. Muller; Dr. Fitch of the Ministry of Labour, and Dr. Spengler of the Ontario Cancer Treatment and Research Foundation.

Mr. Crombie consulted the officials in the Department of National Health and Welfare and I believe in the National Cancer Institute.

The answer coming back from all sources in reviewing the data of cancer-related mortality in that area was there was no discernible health hazard, then or now.

Mr. Sweeney: Doesn't that data end in 1971?

Hon. Mr. Timbrell: No, the most current is up to 1976.

Mr. Conway: Have you never before in your three years as Minister of Health or whatever it is, almost three years now, thought it your responsibility to go the extra mile and to give that assurance you've now finally entered into?

Hon, Mr. Timbrell: I would have thought in 1976, when the answer was given by my predecessor, that if there were any arguments with those figures in March 1976, or if there were any answers to be given to the specific questions raised by my predecessor about the basis of the data submitted by the doctor in question, that those questions or answers would have come forward at that time. I think it reasonable to suggest, no answers and no questions having come forward, that we stood on the advice of our scientific advisers.

Mr. Conway: Have you any correspondence between your office and the medical officer of health in the region at the time? Have you any evidence, any correspondence in your office between your office and other Ministry of Health officials involved in the field in the particular time? Do you have any of that at all?

Hon. Mr. Timbrell: At that time?

Mr. Conway: In the period of 1975 and

Hon. Mr. Timbrell: I'm sure there would be. I'm not sure if there is a lot of it. Of course, there was a change in the responsibility of the ministries, but we went directly to the people involved to get their advice and of the-

Mr. McClellan: You're saying they didn't submit any more mortality data.

Hon. Mr. Timbrell: Pardon?

Mr. McClellan: Just so I understand what you are saying, are you saying the people who raised the complaints didn't submit mortality data that would jibe with what the people you consulted with had obtained?

Hon. Mr. Timbrell: Oh, no. You'll see when I table the exchange that Mr. Miller was asking about the basis on which the data was accumulated by this doctor. I think he was asking whether it was for the whole area or whether it was just for a couple of specific hospitals where he had privileges and was operating on people. There is no record of that ever being replied to.

Mr. Breaugh: You see it isn't part of the problem-

Hon. Mr. Timbrell: Excuse me. Who in this province is more interested in trends in cancer-related deaths than the cancer foundation? Who, in the government, is more in-

terested in this area than the people in the section of the Ministry of Labour and the public health section of my ministry who deal with disease trends, and in particular, with radiation related matters, than the Ministry of Labour? The advice has been consistent.

Mr. Conway: It is clear in this whole debate, and I can cite chapter and verse of all sorts of people quoted, and I presume with reasonable accuracy in the press relating to this whole Port Hope debate, that continually this matter fell between the various stools of municipal, federal and provincial responsibility.

Hon. Mr. Timbrell: That is why the federal-provincial task force was established, in which Ontario was ably represented and has been for a better part of four years.

Mr. Conway: I will read from Ross Howard's article in the Toronto Star of October 6, 1979, and I use it only because I have it at hand and I quote in part: "As one Ontario health specialist told the Star this week: 'Oh boy, this looks like a classic case of nobody being in charge." He goes on to talk about: "Why no studies? A Labour ministry spokesman said, 'Labour Minister Robert Elgie has no comment now on why no long-term studies exist. We just supply technical services to the Atomic Energy Control Board in Ottawa.3

"But a spokesman for that board said: 'We're not a health protection agency. We don't do cancer studies. We get our information from the provincial and federal health departments."

On it goes, and there is this clear impression that is in some ways validated by people who are speaking from within the Ministry of Health that there was a very significant communications problem for a long time. The fact that now, after three or four years, we're going to go the extra mile is obviously a step in the right direction. That it was not recognized as being necessary a lot earlier, concerns me about the sort of priorities in those ministries. Quite frankly, I am disappointed you and your colleague, the Minister of Labour, did not, a lot earlier, take this matter in hand and make it clear that you were going to-

Hon. Mr. Timbrell: Okay, you can dismiss, if you want, the processes within the provincial government and I'll come back to the question of the division among the three ministries. You can dismiss that if you want, but the advice coming from the cancer foundation has also been consistent. It is there is no discernible health hazard. That was the advice in 1975-76. That is the advice in 1979. That is the advice which has been given to Mr. Crombie from his national advisers.

Clearly, this community is going to be in the nuclear business for a long time since the new refinery is going into that area. It seemed to me in evaluating the situation that I had two options: I could stand on the expert advice to me and say, there it is and there is no need to do a further study to what Eldorado is already doing with 2,800 present and past employees.

Mr. Conway: You are standing on the cancer foundation and well you might, but you are quite aware of the very limited resources of the over-taxed capacity under which they are working.

Hon. Mr. Timbrell: That has nothing to do with the compilation of data and the reaching of conclusions.

Mr. Conway: I dare say it could be very well-

Hon. Mr. Timbrell: I don't know whether you went upstairs as I suggested you do last week and got yourself a copy of the 1978 report. If you look at that you will find—

Mr. Conway: Thanks. I don't have as many minions.

Hon. Mr. Timbrell: Oh, no. You only have to walk upstairs to the library and get yourself a copy of the report. This is for the 1969-71 period and the more up-to-date data is available and I take it will be in the next report. They look at Northumberland, for instance, and they are looking at the observed and expected number of new cancer cases, except skin cancer, and age adjusted incidence rates by county for males in Ontario. They also look at females which is on the next page.

Let's just take males. New cancer observed, 251 cases; expected 239; age adjusted incident rate 271.8. As you look down the list of the counties, you will find there is a high of about 300 age adjusted incident rate. There is one at 309.2 and one at 328.1. There is as low as Rainy River at 198.7. Kenora is even lower at 189.2. They are all

over the place.

You look at the female rates on the next page equally, they are in the middle of the ranges. There is no discernible—This is the kind of advice I've had and I think it's my responsibility to listen to it.

Mr. Conway: All right. Let me be more specific. Energy Probe tabled or made available to the Ontario government about three years ago, a report with the whole series of recommendations concerning their inquiry

into radiation hazards at Port Hope. Have you ever seen that? If so, have you ever considered acting on any of its many recommendations?

Hon. Mr. Timbrell: I saw it some time ago. I'd have to refamiliarize myself with it. I think that had to do with a lot more than what we are talking about here.

Mr. Conway: Among other things, they recommended a full public investigation by the federal-provincial task force to ascertain exactly the kinds of things you are now going to set out to do.

Hon. Mr. Timbrell: All right. I think that is probably where the decision on the part of Eldorado to do an epidemiological study of present and past employees—

Mr. Conway: That report went to your government three and a half years ago.

Hon. Mr. Timbrell: Hold on, hold on. These data coming from the cancer foundation and our own staff have been consistent, and the advice has been consistent, notwithstanding any other briefs or comments or letters to the contrary.

Mr. Conway: Have you seen the Energy Probe study?

Hon. Mr. Timbrell: Yes, a long time ago, I saw it.

Mr. Conway: It obviously brought-

Hon. Mr. Timbrell: It came out while I was in Energy.

Mr. Conway: Sorry. It obviously didn't form a great deal of the consideration when you went to decide with your colleagues and cabinet as to whether or not some years ago you were going to act on the recommendation. Have you ever heard of Professor Douglas Andrews and studies he did as early as 1966 about radiation hazard in Port Hope? Are you aware he, too, has made those studies available to the Ontario government and, as I understand it, like Energy Probe nothing was done there?

Hon. Mr. Timbrell: I believe they were responded to at the time. I don't know why you insist on ignoring the advice coming from the cancer foundation whose raison d'être is fighting cancer, why do—

Mr. Conway: I am much more interested in responding and hearing you to respond to some specialized studies with some specialized expertise directed to the Port Hope situation over the course of the last number of years. It concerns me that, for example, the Energy Probe study which certainly seems to be much closer to the mark than—

Hon. Mr. Timbrell: Which mark?

Mr. Conway: In fact, it is time to ascertain exactly what has gone on.

Hon. Mr. Timbrell: What I'm saying is I think I could justifiably stand strictly on the scientific evidence and advice available to me from the cancer foundation, particularly if you think the judgement is tainted in some way within the confines of the provincial civil service.

I could justifiably stand on the advice from the cancer foundation and say there is not now, any more than there was in 1976 when Mr. Miller replied to this doctor in Peterborough, any need for any further study, particularly because since that time a study of the workers has been undertaken and will be reviewed by the National Cancer Institute.

Looking at the situation and thinking very much of this community and the future of the people there and their peace of mind, I think we need to go that extra step.

[5:00]

Mr. Conway: Just clarify for me, did the cancer foundation, to which you've made considerable reference in this particular discussion, ever go out to Northumberland and the Port Hope area and undertake a specific inquiry into the radiation hazards as they related to the problems there?

Hon. Mr. Timbrell: They have reported on the incidents of cancer-related deaths and on the expected rates according to the age-sex weighting of the population and have indicated that by and large they have been in the normal range and, in fact, in some—and I'm trying to remember whether it is leukemia or breast cancer; I think it was leukemia—they are actually well below the overall provincial rates.

It is based on that kind of data that you would make a judgement as to whether there is a need for a further study and their advice

was that there was not.

Mr. Conway: To tie you down to the specificity and not the totality of your answer—Joe Clark is now giving us a new jargon—did the cancer foundation ever go out there and undertake a specific inquiry into the unique problems of the Port Hope area, such as they were described?

Hon. Mr. Timbrell: That is what the-

Mr. Conway: Yes or no?

Hon. Mr. Timbrell: Well, not to my knowledge.

Mr. Conway: All right. That's all I wanted to know.

Hon. Mr. Timbrell: But then you have to say is that part of their mandate, and what I want to point out to you is—

Mr. Conway: No, but it might be part of your mandate as the Minister of Health.

Hon. Mr. Timbrell: Hold on, hold on. That's where the federal-provincial task force involving the two levels of government—the whole list, I won't go through it again—certainly has overseen the cleanup operations, which, as you pointed out, have now gone to the extent of about \$5 million. But the cancer foundation, looking at the incidence of cancer-related deaths in the community has consistently advised that there was no evidence to support a further study. That has been inconsistent, time and time again.

Mr. Conway: Dennis, I've got to tell you that to those of us who are led to believe by all kinds of government planners that there is this new co-ordination to government thrust, that there is this marvellous unit in Labour and, of course, with your responsibilities in Health and the great people in Ottawa that we can expect ever so much, I just want to end by repeating myself once again, that the impression that is left in this case is one of, I think, unfortunate neglect of a situation that deserved much earlier attention. There was, I think, reasonable doubt brought forward by reasonable people that should have been acted upon much sooner. I think you have failed in this part of your mandate as Minister of Health and I can only hope that redress can be obtained at this late hour and at last there has been some recognition that the extra step, the extra mile, needs to be walked and I hope it's done quickly.

Hon. Mr. Timbrell: Mr. Chairman, it is unfortunate the member feels that way. I do have to, I think, give all due weight in respect to the advice that is available to me within the government and without, and the fact that the allegations that were made in 1976, when questioned, were never even answered. It leads one to one possible conclusion that shouldn't surprise you. The consistency of the advice from the officials in Labour and Health and the cancer foundation is rather of a kind.

I'd like to go on to some other issues. We are going to be discussing Lakeshore tomorrow, so I won't go into that today. Apparently, I'm not sure whether this is a statement made here or at the NDP leader's press conference last week, there was some statement made that I had denied that there was any appeal mechanism last spring—it was in the press conference. I've gone over that many times in the House and in committee in

pointing out the appeal mechanism that we do use and have used every year.

Mr. Conway: Appeal mechanism to what? That is a marvellous appeal mechanism.

Hon. Mr. Timbrell: Yes, it works well.

Mr. Conway: Bring them all in from the far distant regions—

Mr. Breaugh: Well, let's wait for that. I believe it's tomorrow.

Mr. Conway: -to genuflect at the high altar of Dennis Timbrell.

Hon. Mr. Timbrell: All right. I'll try to go through these quickly. The allegation was made that the Hamilton Civic Hospital was going to have a deficit of \$863,000. In fact, in checking with the administrator we find that through internal work they have balanced their budget at \$51.3 million. They are not going to have a deficit that was alleged. Let's see, there was the allegation that at the Hamilton Civic cuts had been made in house-keeping and food services. We checked with the administration and there has not been any increase in complaints.

Mr. Breaugh: I beg your pardon? George, would you write this stuff out before the meeting so you don't have to spend all day whispering in his ear?

Hon. Mr. Timbrell: He's actually helping me in suggesting that we're going into beds tomorrow. Maybe I should save this.

Mr. Conway: Sage advice from one so young.

Mr. Breaugh: Yes. I think you need another day to work on that.

Hon. Mr. Timbrell: No, I think you need another year to work on yours with respect to Blind River. We will talk about Blind River again tomorrow.

Mr. Breaugh: I didn't know we had screwed you up quite that badly in this.

Hon. Mr. Timbrell: No problem. We are not going to talk about ambulances tomorrow, so I'll maybe talk about Thunder Bay. The allegation was made that two ambulances had been cut in February 1977.

Mr. Breaugh: Did you make this one, Sean, or did I?

Hon, Mr. Timbrell Your party did.

Mr. Conway: Could you be clear as to whose charge you are referring?

Hon. Mr. Timbrell: The NDP.

Mr. Breaugh: When did I do this?

Hon. Mr. Timbrell: This was in the communique last week.

Mr. Breaugh: I did it?

Hon. Mr. Timbrell: No. Oh, you are disowning your leader already?

Mr. Breaugh: No, I'm just trying to find

Hon. Mr. Timbrell: Okay. Your leader tried to take credit for the \$100 million of lottery funding for hospital capital when one of your colleagues had put out a press release condemning it, and I don't know what is going on.

Mr. Breaugh: We'll try to straighten you out. It's a hell of a job.

Hon, Mr. Timbrell: Okay. Oh, I know. I know.

Mr. Conway: He's a graduate cum laude of the William Davis school of political objectivity.

Mr. Breaugh: Flim-flam and sham, yes, I know that one.

Hon. Mr. Timbrell: In fact, when St. Joseph's Hospital and McKellar gave up the ambulance service in 1977, through competition it was turned over to a private operator. There was an additional service set up in the area around Upsala, which covers the northwest section of the Trans-Canada Highway between Thunder Bay and Ignace. When you take into account that service and the service which is presently in existence under the private operator there has been only a marginal change and we have not seen any indication that-in fact, communications are all positive that the needs of the area are in fact being met. Also, since that time three years ago, many more transfers which were previously done by land ambulance out of Thunder Bay to places like Dryden are now being done by air, so that less and less frequently vehicles are away from Thunder Bay for transfers.

There is a suggestion in that same communiqué that doctors in Atikokan were not able to get locums. I checked and found that even though we have had a program available to provide locums for doctors operating in the underserviced area program we have never had a request from that area for such, but it certainly would be available to either the doctors practising in the past or in the future in that area in the underserviced area program.

There is allegation that anaesthesia services were not available in Elliot Lake at opted-in rates. We checked and there are two doctors providing anaesthesia services, one who is an anaesthetist by specialty who is opted out and another physician who administers anaesthesia in the hospital who is opted in.

Mr. R. F. Johnston: Is he an anaesthetist?

Hon. Mr. Timbrell: He is proficient in administering. He cannot charge under the specialty code. He would charge under a lower price code but he obviously is qualified or the hospital certainly isn't about to let him pass gas, so to speak.

Mr. Breaugh: Boddington, where are you when he needs you?

Hon. Mr. Timbrell: There was the question of availability of specialists in the Elliot Lake area. I may tell you that I have written just a couple of months ago to all of the health councils in the north asking them to conduct assessments of their specialty needs. We are quite prepared to expand further than we have already the underserviced area program to induce more permanent specialists to move into various areas,

In Elliot Lake, just to indicate to you what is going on, there are a number of specialists who go into that area on a rotating basis to service the population. Two cardiologists go in at least every six weeks, a chest specialist goes in at least every six weeks, two internists go in once a month, one orthopaedic surgeon every five weeks, a plastic surgeon goes in as required or on call and an obstetrician/gynaecologist once a month.

Obviously, while that is all well and good, we would like to see in these areas some permanent availability. We have stretched the underserviced area program now to provide for an optometrist in the Red Lake area—I'm not sure where that stands at this point, if we have been able to find anybody or whether we've got to look at an alternative there—and we have one psychiatrist.

Mr. Breaugh: It's a hell of a long walk from Elliot Lake to Red Lake, you know.

Hon. Mr. Timbrell: No, no, I wasn't thinking of or suggesting that.

Mr. Breaugh: No, but you thought you'd pull it in, yes.

Hon. Mr. Timbrell: No, I'm just trying to indicate that—

Mr. Breaugh: Somewhere in Ontario there's one around.

Hon. Mr. Timbrell: —the underserviced area program has until recently been exclusively for family practitioners. We have made a small start but plan to do more to use it as an inducement to get specialists into these areas. Even in some communities I visited where they might have an orthopaedic surgeon, a cardiologist, whatever, in town, sometimes he will be the only one and really we need two to spell one another off. So I've asked the health councils to do an evaluation of their needs in that regard.

Mr. R. F. Johnston: Can we go back to the anaesthetist just for a second and the situation? I wasn't in Elliot Lake so I didn't have that information, but I'd just like some clarification. I don't recall this in our leadoff. You're responding to your own leadoff, it seems to me, in a lot of ways.

Hon. Mr. Timbrell: Oh, I've got some more things from the leadoff period.

Mr. R. F. Johnston: What is it this person does? He's not an anaesthetist. What is he?

Hon. Mr. Timbrell: He's a doctor.

Mr. R. F. Johnston: Is he a GP?

Hon. Mr. Timbrell: Yes.

Mr. R. F. Johnston: A GP who has his own practice?

Hon. Mr. Timbrell: Yes.

Mr. R. F. Johnston: How much work does he do in this area?

Hon. Mr. Timbrell: There are a number of smaller communities where GPs routinely do this.

Mr. R. F. Johnston: I'm just wondering how available they are.

Hon. Mr. Timbrell: They may not have taken all the postgraduate courses as prescribed by the royal college to be a general surgeon.

Mr. R. F. Johnston: I'm just trying to get a handle on how much actual work he does of that sort and how much is his own practice. It seems to me that Elliot Lake is a small place but not that small a place. If the only other anaesthetist is already opted out, that I've heard, how much work does this person do?

Hon. Mr. Timbrell: I'm afraid I don't know.

Mr. R. F. Johnston: My impression is that the anaesthetist opted out—

Hon. Mr. Timbrell: I would think that even the anaesthetist who is opted out would have established a single person single specialty billing group, and if it is consistent or with the rest of our experience even a lot of his work or her—I'm not sure whether it is a male or female—would be opted in. That's been our experience.

Mr. Breaugh: I thought I heard Cassidy say there was one in town and he was opted out, and I haven't heard you say anything that refutes that.

Hon. Mr. Timbrell: He tried, obviously, to leave the impression that that was the only show in town.

Mr. Breaugh: I don't think he tried to do anything, he said something.

Hon. Mr. Timbrell: I just want to point out that the impression he tried to leave is not factually correct.

Mr. Breaugh: I thought he left a nice clear impression that there was one in town and he was opted out, and I haven't heard you say a thing to refute that.

Hon. Mr. Timbrell: Was that like the nice clear impression he left about cutting \$800 million out of the hospitals?

Mr. Breaugh: Yes, I listened to him say it.

Mr. R. F. Johnston: One at a time.

Mr. Breaugh: I heard him say it.

Mr. R. F. Johnston: One at a time.

Mr. Breaugh: I was there. I thought I read it. I thought that's what it said, and I haven't heard you say anything different.

Hon. Mr. Timbrell: Okav.

Mr. Breaugh: Have you? Have you?

Hon. Mr. Timbrell: Do you want answers or are you here for a show?

Mr. Breaugh: Have you?

Hon. Mr. Timbrell: Is that the same clear impression that he left about cutting \$800 million from the hospitals?

Mr. Breaugh: Have you? Have you? Yes or no?

Hon. Mr. Timbrell: I'm trying to make it clear that there are options available.

Mr. Breaugh: No, I would like an answer. I would like an answer.

Mr. Chairman: Order. One at a time, please.

Mr. Breaugh: There is only one, Mr. Chairman, me, and I keep listening for the answer. It ain't coming.

Hon. Mr. Timbrell: No, sorry. You've got your answer. I'm sorry you don't like it, that it doesn't fit the impression you tried to leave last Wednesday, but there it is.

Then there is Blind River. We will get into Blind River tomorrow. I hope you are preparing an apology to the Sisters of St. Joseph about that one.

Mr. Breaugh: This really boggles my mind. There is one hospital in Blind River and if you refer to it as the Blind River hospital there aren't many people in this world who have real difficulty that it should have been called St. Joseph's Hospital. I don't think the sisters are that upset. I think they are the hospital at Blind River, aren't they?

Hon. Mr. Timbrell: What's your point?

Mr. McClellan: What's the minister's point? Hon. Mr. Timbrell: You don't know?

Mr. Breaugh: Why would we apologize for identifying it as the hospital? [5:15]

Hon. Mr. Timbrell: Oh, no. Tomorrow we'll get into what you said about the hospital and what the truth is and, with respect, I think it would perhaps be appropriate, being honourable people, if you were to apologize for what you said to the sisters who own and are responsible for the hospital.

Mr. Breaugh: I don't really mind this stuff, but if I said something about the hospital in Oshawa and somebody took me to task for not saying that it was the Oshawa General Hospital, I am not sure that that's really worth the time and trouble of this House.

Mr. O'Neil: I wouldn't miss tomorrow's committee meeting for anything.

Hon. Mr. Timbrell: Now you see why I have to make the point because you have completely missed the point. You have made certain allegations about that hospital which are not true. That is one of a number of hospitals which are owned and operated by the Sisters of St. Joseph of Sault Ste. Marie, and I think you owe them an apology. But I'll go into it further tomorrow.

Mr. Breaugh: If you're trying to work it around to the point where you think I insulted the good sisters of St. Joseph, you are crazier than a loon.

Hon. Mr. Timbrell: Your party did. That may be, it's been alluded to before but never been proved.

Mr. Breaugh: It's also been substantiated many times.

Hon. Mr. Timbrell: It has never been proved. I'll get to the \$800-million suggestion tomorrow as well.

Mr. Breaugh: Don't shake when you say that.

Hon. Mr. Timbrell: Are you all right? Mr. Breaugh: Yes.

Hon. Mr. Timbrell: I'll discuss the Sault clinic tomorrow with the \$800 million in cuts from the hospitals suggested by your leader. Suffice it to say that there is agreement on the new contract.

Mr. Breaugh: What is the parliamentary term?

Mrs. Campbell: What? Crazier than a loon? Mr. Breaugh: No, that's not what I said.

Hon. Mr. Timbrell: There is no other way to say it. Then there is this question about the optometric clinic in Thessalon being judged to be unethical. Again, the impression is left dangling that we arbitrarily denied service to that area.

If you recall, going back four or five years ago—it might even predate your time in the House or that of the gentleman to your left—there was a lot of discussion about the employment by optometrists of opticians. Mrs. Campbell will recall this very well.

Mrs. Campbell: Yes.

Hon. Mr. Timbrell: It went on and on and on. The consensus certainly of the House, which influenced the changing of the regulations, was that it should be considered to be unethical to have one employed by the other and that it could lead to questionable practices of prescribing and influencing the choice of eye glasses. At that time, in 1975, the regulations were changed to indicate that opticians and optometrists could not associate on the same premises. They were given until July 14 of this year to divest themselves of relationships with one another. That's what it was about. It was something which your party as much as anybody else pushed for four or five years ago.

There is the question of the Peterborough health unit. This was the very first delegation with which I met, as a matter of fact. after moving to this ministry, and it was literally within hours. At that time and subsequently I indicated we would move them to 75 per cent if they were to merge with the Haliburton-Kawartha-Pine Ridge health unit with which they had previously shared a dental director and nutritionist. They have not chosen to do that. I am meeting with them again in the near future. I have indicated that to all the six health units that are still at 50 per cent that I would hope to bring up their funding levels over the next few years, but that will have to be in stages as I am able to obtain the extra money. That offer is outstanding and is still a commitment.

Mr. R. F. Johnston: I want to comment on the way it was brought forward. I was there that afternoon and, having lived in Peterborough, I remember the initial contact and the problem of the two areas not joining together and not amalgamating. The executive director, the MOH for the area, told us he felt there was another agreement since then. He was giving us the impression very much that after the initial decision not to join with the Victoria-Haliburton group, that he was under the impression that the ministry was going to be moving for all—

Hon. Mr. Timbrell: That's what I just finished saying.

Mr. R. F. Johnston: But with no qualification on it. Not that they had to join the other one at all. Is that so?

Hon, Mr. Timbrell: Yes.

Mr. R. F. Johnston: That's what he told me.

Hon. Mr. Timbrell: Which I announced on May 28 in Timmins at the annual meeting of the association of boards of health. That's going to take a number of years. What I pointed out to them then was, I have an outstanding commitment to them that if they were to merge I would move them to 75 per cent and I would have to find that money somehow. That's an outstanding commitment to them, but if they don't then they will be moved in stages along with the rest.

There was a question about two ophthalmologists in Cambridge who were opted out which is true; however, there are four in Kitchener, 10 miles away, who are opted in.

Mr. R. F. Johnston: We all know there is this magic boundary known as the 401. Nobody talks to each other on either side.

Hon. Mr. Timbrell: It was interesting when I went to Amherstburg in April. It was interesting talking to the people in that community where at that time—I don't think it has changed—all of the GPs in town were opted out, to find the number of people, members of whose families came out from Windsor to Amherstburg. What would that be, a 20-mile trip?

Mr. McClellan: Is what you are saying that opting out is of real benefit to people? They love it, they travel miles to get it?

Hon. Mr. Timbrell: Nobody is trying to be that simple or that snide.

Mr. McClellan: They travel from Windsor to Amherstburg just to take advantage of the opted-out doctors.

Hon. Mr. Timbrell: Or that sarcastic or that idiotic. I am just pointing out that in fact in real life people do go to doctors wherever they may be according to whatever chemistry makes a person like a doctor.

In my particular case I've stayed with a doctor who must be 10 miles away, from Don Mills to Scarborough. There must be hundreds of doctors in between.

Mr. Breaugh: Look what that guy has done to you.

Mr. R. F. Johnston: But you don't deny that people like to go to doctors who are close to them.

Hon, Mr. Timbrell: Not necessarily.

Mr. R. F. Johnston: If they are available that they don't?

Hon. Mr. Timbrell: I have a friend who goes to a gynaecologist in Trenton.

Mr. R. F. Johnston: Well, that's another matter, I'd rather not talk about that.

Mr. O'Neil: What's wrong with Trenton, I want to know?

Mr. R. F. Johnston: There's confidentiality everywhere,

Hon. Mr. Timbrell: I'm just trying to separate the things on hospitals so that we can discuss that tomorrow and deal with the other matters.

I was pleased to hear the member for Oshawa's complimentary remarks about the programs that we have launched in the areas of alcohol abuse and nutrition. I don't think you mentioned the poison prevention program that we have initiated in Peterborough.

Mr. R. F. Johnston: You mentioned all that in your leadoff.

Hon. Mr. Timbrell: I just thought 'it's worth repeating.

Mr. R. F. Johnston: Since you referred to it in your own leadoff, there was no problem.

Hon. Mr. Timbrell: When it is estimated that as many as 125,000 children under the age of five were poisoned in the home last year, anything we can do to bring that down—

Mr. R. F. Johnston: It's a serious problem. Hon, Mr. Timbrell: It is a serious problem.

Mr. R. F. Johnston: The Peterborough health unit could have used a nutritionist as well.

Hon. Mr. Timbrell: To poison?

Mr. R. F. Johnston: To poison people? No, I hope not. But I think it's another appropriate kind of thing in terms of the community and they didn't have that. You talk about this experimental thing and Peterborough is always used as a test case because there are 100,000 people there and it's always the sample area, and that's great. No one is saying that that isn't important, but there are other things that that area wanted and asked for and didn't get. The way I understand it, one was the funding, another thing is a nutritionist.

Hon, Mr. Timbrell: They got the chronic home care program.

Mr. R. F. Johnston: They did get that, it's true. Yes, and even got beds.

Hon. Mr. Timbrell: Nursing-home beds. I'll save some of this, as I say, for tomorrow.

Mr. Breaugh: That's the class A material.

Mr. McClellan: What have we got in there, class B material?

Hon, Mr. Timbrell: Only what's appro-

I think Mr. Ramsay was interested in the list of research projects funded out of the provincial lottery. Maybe I could just give that to Mr. Ramsay and then he could ask any particular questions about those if he has any.

The other area Mr. Ramsay mentioned was that of mental health programs. I take it he was thinking of the north in particular. Was that community health programs or institutional?

.1011211

Mr. Ramsay: Non-institutional.

Hon. Mr. Timbrell: Let's see if I can go over them from memory. I think we have funded about half a dozen individual community mental health programs that had been proposed in the north in the last year. Maybe Dr. Lynes can tell me if I'm about right.

In addition, of course, there is the travelling psychiatric program out of the Sudbury and Algoma Sanatorium which we approved about a year and a half ago. Now that did have some problems getting off the ground in

getting the appropriate staff.

We are at present funding 11 projects in Timmins, Thunder Bay, Sault Ste. Marie, Kirkland Lake. The one in Sault Ste. Marie operates out of the General Hospital. It's called the Medirep program. It's a mobile crisis interaction program for distress cases in the Sault area and a crisis intervention and counselling service located at Wawa. If you're interested, the annual budget for that is \$173,000. We have a program at Kirkland Lake and another at Fort Frances.

In the last few months we've added six programs to those five, in Sudbury, the Sudbury and Algoma Sanatorium—the community clinics— Smooth Rock Falls, Sault Ste. Marie—this is the PAR program, Prevention and Rehabilitation for training volunteers in counselling aimed at our emotionally distressed

clients.

Mr. Ramsay: Excuse me. Is that seed money or is that a continuing program?

Hon. Mr. Timbrell: I believe that's continuing. Their annual budget is \$18,790.

Then there are programs in Red Lake, Ear Falls, and Kenora. This was for the native healer who unfortunately and tragically died in September. I believe the hospital has begun steps to try and find a replacement for this gentleman. And, in Dryden.

Mr. Ramsay: I was also asking yesterday about the programs for research in our uni-

versities related to the discussions that were held with the administration of justice committee.

Let me elaborate a bit. The point seemed to be made over and over again during the administration of justice committee hearings that research in our universities was deteriorating because of lack of funds. The question really is: Is that a responsibility of your ministry or of the Ministry of Education?

Hon. Mr. Timbrell: They have some research money. But let me just generally outline what we do. We have money—and I can't recall the figures immediately—for which individuals apply to do specific research projects and which are run through a peer review process. We submit it to other scientists and have them comment on the efficacy of the stated purpose of the study, how it's proposed to be done, and so forth.

We also support, on a continuing basis, four foundations: addiction, heart, mental health and cancer. So through the mental health foundation funds would be available from the moneys we supply them for research. They also of course raise money through the private sector. You might be a member of it. Any number of us might be contributors to that process or to the corporate sector or other foundations—the Donner, Atkinson, or whatever. As you know there are literally hundreds of those.

[5:30]

Mr. Ramsay: Is that through the universities?

Hon. Mr. Timbrell: They wouldn't fund the university directly. They would receive submissions from people in the universities to do particular projects. If they go through us they go through a peer review. I believe the foundation uses a peer review process as well to evaluate submissions.

Mr. Ramsay: To summarize, the point I was curious about is have the activities of the ministry diminished in the last few years or have they increased?

Hon. Mr. Timbrell: I'll just give you data for this year. We have \$11,942,100 for health research plus \$2.5 million from the Provincial lottery. This is a total of \$14,442,100. The universities are getting \$3,820,700. That's from our funding. I have that broken down by university but not by subject area. I don't know whether I could show you the rest broken down by university. Not unexpectedly, Western and Toronto are the largest recipients. Between them they are getting \$2.3 million.

The deputy minister make a good point: most of the people who would apply to the foundations to carry out specific research projects are university affiliated—the people who are teaching. This is another aspect of their life's work.

Mr. Ramsay: Are you in a position though to answer the question as to whether or not the moneys being put aside for this work by the ministry is diminishing or increasing?

Hon. Mr. Timbrell: Oh, increasing.

Mr. Ramsay: By roughly what percentage? Hon. Mr. Timbrell: By about 6 per cent this year.

Mr. Ramsay: Fine, thank you.

Mr. O'Neil: Mr. Chairman, I have a couple of questions regarding the Belleville-Trenton area.

Hon. Mr. Timbrell: Yes, the Trenton Memorial Hospital budget has been increased by \$151,000 roughly.

Mr. Conway: Not even John the Baptist with his head could dislodge Mr. O'Neil.

Mr. Breaugh: I fail to understand why these ministries are having these problems. They can't answer their own members' questions or simple questions from opposition members. Having had two full days to prepare a response you haven't got it.

Hon. Mr. Timbrell: You really are in trouble, aren't you?

The Trenton increase is \$151,000, as I said.

Mr. O'Neil: My concern is this: They had mentioned there was a shortfall of approximately \$200,000. In speaking with the administrator of the hospital I think he told me they had got in the vicinity of about \$60,000 to \$70,000. They had got an additional \$70,000 for one patient they have in the hospital who needs special care. Is the \$70,000 part of this \$151,500?

Hon. Mr. Timbrell: It's part of that.

Mr. O'Neil: So actually what we'd have to do is deduct \$70,000?

Hon. Mr. Timbrell: They are bringing in consultants to look at their operation. As I understand it, they will likely—

Mr. C'Neil: Mind you, they've already had consultants to look at it. They've had a thorough study done by consultants. They're one of the first that did.

Hon. Mr. Timbrell: Yes. I don't know whether they implemented everything they were advised to do. Did they? I don't think so.

Mr. O'Neil: I think they did quite a bit.

Hon. Mr. Timbrell: No. We did introduce in January a number of financial incentives.

A lot of people in the hospital feel they don't go far enough, but they are a beginning. One of them is that where a hospital has an unanticipated deficit, but also has opportunities for cost savings, they can roll over the deficit—carry it over and recover it in a subsequent fiscal year—out of savings in their operation.

Mr. O'Neil: What if they don't have savings though?

Hon. Mr. Timbrell: Then we have got to deal with it—but at this point there are very few who haven't got any.

Mr. O'Neil: They've got a shortfall of \$200,000 and you have told us they are getting \$151,500, plus about \$70,000 to look after this one special patient. So I would contend that actually they are not getting \$151,000, they are getting approximately \$60,000.

Hon. Mr. Timbrell: As I understand from Dr. Dyer, they're continuing discussions with them. They are also going to do an analysis of what they can do to save money, in which case they could roll it over and recover it in a subsequent year.

Mr. O'Neil: I'm pretty sure that study has already been done. They have had your people down there too, I'm pretty sure, and that has all been gone through, so we have still got a shortfall. I would like Dr. Dyer or yourself, if you could, to keep me advised on that because it is a serious problem.

I'd also mention the question about the nursing homes and the study in the area.

Hon. Mr. Timbrell: The hospital has employed Woods Gordon.

Mr. O'Neil: Right. And the study has already been handed in and everything else.

Hon. Mr. Timbrell: But I don't think they have implemented it in its entirety. That is what they are discussing.

Mr. C'Neil: Oh, I see. Yes.

Mr. Breaugh: Who did they hire this time around?

Hon. Mr. Timbrell: I said they had Woods Gordon. That is who they have used in this study and who submitted a report which they haven't implemented in its entirety.

Mr. O'Neil: I consider it a serious problem. Having implemented a lot of these things, I'm pretty sure they have gone just as far as they can.

Hon. Mr. Timbrell: I would hope though in that area—and maybe it is something you can do as a local member to facilitate it that in the years ahead there might be more careful joint planning between those two hospitals in your area which are only—what would it be?—nine miles apart.

Mr. O'Neil: Approximately that.

Hon. Mr. Timbrell: I have been told repeatedly by my staff there are a lot of things those two hospitals could plan together to share services and free up money for other purposes. That is just good sense. I understand the community jealousies and sometimes professional jealousies—that sort of thing—but I would hope that—

Mr. Breaugh: Why are you badmouthing that community of those physicians?

Hon. Mr. Timbrell: I am not badmouthing it at all. It is a great community but I think—

Mr. Breaugh: Why did you say that about the Religious Hospitalers of St. Joseph? That's not nice.

Hon. Mr. Timbrell: I really struck a chord there, didn't it?

Mr. Conway: Let's keep this to the Lord's prayer. That is non-sectarian.

Hon. Mr. Timbrell: In the last few years, more and more hospitals are finding that by planning together—obviously in every community you don't have the opportunity to do what they've done in Ottawa where six hospitals have created a separate corporation. They are building their food commissary to serve all six hospitals and the annual savings by doing that are something in the order of \$500,000.

Mrs. Campbell: I wonder what the food would be like.

Hon. Mr. Timbrell: It's being run by a nutritionist who is very well qualified so I wouldn't be too concerned about that.

Mr. O'Neil: Mr. Minister, they told me on Friday there was a letter on your desk to the Trenton hospital—

Hon. Mr. Timbrell: It wouldn't be on my desk, it would be on Dr. Dyer's desk.

Mr. O'Neil: Dr. Dyer's desk then—that was yet to be signed. In that letter would you have given the reasons why you have only given them about \$80,000 rather than \$200,000? And are you proposing other ways they can cut back on that saving?

Hon. Mr. Timbrell: The letter is for Dr. Dyer's signature, it's not for me. It is indicating they will be looked at further on in the year—because we are only halfway through the fiscal year. But either in that letter or through the area team it will be indicated that we want to see what they're going to do, what their plans are for implementation of all the report which was given, indicating

what they might do to save money in the present operation.

Mr. O'Neil: Could I ask for a copy of that letter, Dr. Dyer? Would you keep me advised on the matter?

Mr. R. F. Johnston: Is it possible to ask a general question?

Mr. Breaugh: Asking questions is no problem; it's getting answers that's the problem.

Mr. R. F. Johnston: I'm interested to know if there's been any study done lately in terms of policy on the use of physical restraints in nursing homes and homes for the aged. Has

there been any review of that?

In visiting nursing homes in the past and working around them I've been quite disturbed by the extensive use of restraints of patients who for one reason or another seem to be confused or are having drug problems or whatever and who are kept for an inordinate length of time strapped into a wheelchair or strapped into a bed. Often the reason given to me for that is because there is not sufficient supporting staff available to occupy their time. Have you done any study of the use of restraint?

Hon. Mr. Timbrell: No. The policy we indicate as a rule to the nursing homes is that restraint should be used—correct me if I'm paraphrasing it wrongly—only on prescription, as it were, of the responsible physician. That shouldn't be a decision made by a nurse unless it's just a temporary thing until the physician can be consulted. That is our policy.

Mr. R. F. Johnston: I understand that is policy. I know of one case when we were in Ottawa, as an example, where the administrator gave us that as the policy—that only physicians restrain and that only approximately three per cent of the patients were restrained at any given time. Then when we talked to nursing assistants later on they put the figures much higher and said it was common practice. I don't know how you put those two things together.

It's my experience from working around nursing homes that I would see inordinate numbers of people restrained in my work with the elderly. I'm wondering if there's ever been any systematic approach to looking into that and the actual application of that

policy.

Hon. Mr. Timbrell: No.

Mr. R. F. Johnston: I saw a slide and film show at one point at a psycho-geriatric conference put on by somebody from the ministry on the subject to do with sponsoring debate on the issue and the extent of usage, but I've never seen anything in terms of a study. Hon. Mr. Timbrell: There are two points I would make in response. First of all, in the inspections which are carried out by the nursing inspectors, one of the things they look for in reviewing patients' charts is the question of restraints and the frequency. The other is—and I too have been touring nursing homes and homes for the aged, for that matter—I noticed a great many people who appear to be restrained. I would suggest there may be a difference between restraint and support.

As you know, there are a number of people, who in order to have an effective activation program, to get them out of bed or even if it's only to get them to a lounge to be where there is activity, for the purposes of their own safety have to be supported, as

opposed to restrained.

As for research, no. But this is looked for by the nursing inspectors, I'm told.

Mrs. Campbell: Can you tell me what you do with those reports when you get them?

Hon. Mr. Timbrell: Which reports? [5:45]

Mrs. Campbell: The inspection reports.

Hon. Mr. Timbrell: What I do is what I did with Mr. Cooke. He sent certain allegations which were investigated and I gave him a copy of what I got. That's been my policy for a long time. Whatever report I get, you get.

Mr. Conway: I have two final points and I want to make a comment beyond that as well. Would the minister indicate what his views are going to be with respect to the Hall commission review.

Hon. Mr. Timbrell: In five minutes?

Mr. Conway: I think it is reasonably serious. I want you to either answer it now or take notice of it, because I do intend to be following the matter with some degree of interest.

Yesterday I noticed in the federal House that Mr. Crombie indicated it was his desire to have the review in hand early in the spring of 1980. It's clear they're going to proceed with some dispatch in this connection.

I want to hear a little more than I have to date on the way in which you're going to proceed with your presentation to that review. I'd like to know how you see at this time your presentation on the questions that you alluded to briefly this afternoon of definition and of the inherent principles. I'd also like to know whether or not you intend to make any sort of statement that would be perhaps a departure from the traditional course.

Hon. Mr. Timbrell: Obviously the statement isn't written and we haven't even had time to agree on a framework for it. But first, every province from coast to coast feels very strongly that we have lived up to what Mr. Crombie refers to as "the bedrock principles" of medicare. Yet all the plans are different.

I don't think that's necessarily an accident. When the fathers of medicare wrote the legislation for hospital insurance and for medical service in the 1960s, I think they purposely left the principles very general and did not get terribly specific, recognizing that the provinces would want to organize the plans in different ways. Thus you end up with a system where in this province and in Manitoba and in Prince Edward Island doctors have to choose between opting into the plan and participating or opting out.

You're familiar with the three ways in which a doctor can bill in Quebec, In Saskatchewan they have their three modes: directly to the plan, to a third-party insurer or to the plan and to the patient, which a great many of them are doing. It varies

considerably.

The financing, as you know, varies considerably. One of the maritime ministers came up to me and said, "I understand some people in your province don't agree with having a premium." I said, "That's been fairly accurately reported to you." He said "We decided not to have a premium, but we have a sales tax of 11 per cent, and we finance our health-care plan out of the 11 per cent sales tax." As a matter of fact, in Ontario if you wiped out premiums and bumped our sales tax from seven to 11 per cent you'd just about cover the revenue.

Mr. Conway Are you going to end your consideration and make suggestions as to block funding, its adequacy or inadequacy?

Hon. Mr. Timbrell: No, I don't anticipate we'll be dealing with that. I anticipate over the next month or two there would be an opportunity to respond to some of the things that have been said by the former Minister of Health about events in 1979. I look forward to that. Certain invitations have gone out on that.

Mr. Conway: You will define for at least that review what your understanding is of "universal access on uniform terms"?

Hon. Mr. Timbrell: I would anticipate that we would deal with those. I suggested to Mr. Crombie though—and it bears repeating what I said earlier in the House—that we not wait until six months have passed and Mr. Justice Hall has reported. I suggested instead that we ask the deputy ministers to begin the

work now which we had hoped they would have begun last March, when the deputies last met, on more precise definitions of the five—or some people refer to them as the four—principles.

Mr. R. F. Johnston: If everything's so good why rush it?

Mr. Conway: Can you indicate more specifically what you see as the main thrust of your presentation? You say you're not going to comment on block funding—

Hon. Mr. Timbrell: I think first of all some of the things we want to point out which perhaps get lost in the shuffle of the debate are the successes of medicare in the last 21 years, which have been considerable. We want to point out some of the problems, certainly, that come from the lack of absolute precision. I doubt, though, that any of the provinces would be arguing for definitions that are so stringent that no province can vary one from the other.

A lot is made of comparing Ontario with Saskatchewan. They're quite different. The demographics are quite different, in the way they organize their health-care schemes. Some of the things they cover, we don't; some of the things we cover, they don't,

such as ambulances, for instance.

I think it's folly to think we're going to come out of this with a situation where all 10 provinces will be exactly the same. It just won't happen, any more than it's happened in any other area.

Mr. Conway: Mr. Chairman, I want to conclude with a remark of personal clarification which has come to my attention through some of our members. It does concern the good doctors of chiropractic—

Hon. Mr. Timbrell: But they're not doctors.

Mr. Conway: —who are of some concern to you and other members of the committee. I think it's important for me to put this on the record—

Mr. Breaugh: You must have got another dinner invitation.

Mr. Conway: It's come to my attention, Mr. Chairman, that a number of our Liberal members have been approached by chiropractors in their various communities, who one way or another have been led to believe that legislation, or consideration of their role in the overall health-care delivery system, will be seriously compromised by my unalterable opposition to their better interests. I want, for your edification, Mr. Chairman, for your interest and that of the members of my caucus, to make it very clear to all who might be reading this record—

Mr. R. F. Johnston: Is this how you send messages to your caucus?

Mr. Conway: —notwithstanding my very strong reservations on radiological services in the chiropractic community, and I will not retreat or retract my earlier statements in that connection—

Mr. Breaugh: Unless you have to.

Mr. Conway: —notwithstanding my very strong personal objections to the manner in which a certain sector of that chiropractic delegation performed before this select committee in this room a year or so ago, I want to say, on behalf of my colleagues—

Mr. Breaugh: Which group of your colleagues?

Mr. Conway: —that their majority interest and point of view has not changed; that the Liberal Party of Ontario remains committed to maintaining the doctors of chiropractic within the—

Mr. R. F. Johnston: Outside of Renfrew county,

Mr. Conway: —Ontario Health Insurance Plan, and no chiropractors in the province should be unduly concerned about the position—

Mr. Breaugh: They should invite the Liberal members again this year.

Mr. Conway: —of the members of this caucus. And I think it's important that—

Mr. R. F. Johnston: Is that a position ready for tomorrow?

Mr. Conway: —that position be clearly stated, and my personal reservations not be misconstrued as a general statement of party position.

Mr. Breaugh: Or a position, for that matter.

Mr. Chairman: May I vacate as chairman for a moment and ask a question?

Mr. Breaugh: Oh, certainly.

Mr. Gaunt: It's on nutrition. I understand that the ministry has allocated some one million dollars of lottery funds to a nutrition study—

Hon. Mr. Timbrell: Institute. On research in nutrition, yes.

Mr. Gaunt: And what are-

Mr. R. F. Johnston: Milk; they are very big on milk,

Hon. Mr. Timbrell: At the very outset of today's sitting, I referred to that. We've agreed to a proposal which came to us a number of months ago to set up such a research institute, the exact details of which will be finalized, and I can make known to you and the public by November.

Mr. Gaunt: Oh, I see. So the funds are going to be used to set up an institute within the ministry—

Hon. Mr. Timbrell: —and to fund research. No, at arm's length from the ministry. At the U. of T.

Mr. Gaunt: I just want to make the point that I consider nutrition to be a very important matter, and becoming more so.

Mr. Breaugh: Watch it, he's going to work his magic formula on you.

Mr. Gaunt: Have you tried it?

Mr. Breaugh: Not a chance.

Mr. Gaunt: If you haven't tried it, don't knock it. But in any event, I am pleased the ministry is moving in this direction, because nutrition is an important matter and there is a lot of misinformation being conveyed through the mass commercial media with respect to it.

Mr. Chairman: As a matter of procedure, I want the advice of the committee with respect to carrying the votes. We can proceed, as I understand it, in one of two fashions. In view of the fact that we still have three hours and 32 minutes left on the actual time allocation for the ministry, we can use that time allocation tomorrow, and make it part of the ministry estimate consideration, or we can carry all of the votes now and proceed tomorrow on the basis of considering the annual report referral.

Hon. Mr. Timbrell: I thought that's what we agreed on earlier.

Mr. Chairman: To proceed by way of the annual report referral? Is that what the committee wishes to do?

Mr. Conway: It's agreed that the votes carry.

Mr. Chairman: Then there's the matter of the time. We would have three hours and 32 minutes surplus time.

Mr. Conway: Our understanding is that we were going to spend them tomorrow on the Lakeshore reference and on the hospitals.

Mr. Chairman: No, but if we proceed by way of the annual report, then we can't use that time tomorrow and apply it against the estimates, as I understand it. It's a procedural difficulty.

Mr. Conway: Can we proceed tomorrow without reference to the annual report?

Mr. Chairman: Yes.

Mr. Conway: Let's do it that way.

Hon. Mr. Timbrell: It changes every day.

Mr. Conway: We're just talking about a technicality. The chairman points out that if we proceed tomorrow on the basis of a specific reference to the annual report, we still have three and a half hours of Estimates. I am suggesting, if it's possible, that we won't pass the votes now but we'll leave them until the end of tomorrow's session so that we can wipe the whole slate clean. Is that possible?

Mr. Chairman: I'm in the hands of the committee.

Hon. Mr. Timbrell: That changes it again.

Mr. Conway: We are not talking substantive change. I wouldn't want the minister to be upset or concerned.

Hon. Mr. Timbrell: I'm not upset. It just changes every day.

Mr. Conway: It changes at the margin.

Hon. Mr. Timbrell: Every hour on the hour.

Mr. Chairman: What does the committee wish?

Mr. Conway: We will simply proceed tomorrow on the basis of our earlier understanding, and we will deal with the two references. After we're finished tomorrow, then we will pass the votes.

Hon. Mr. Timbrell: I'll have all my staff here in case other subjects come up.

Mr. Conway: No, we can give you an assurance that we will not proceed beyond that.

Mr. R. F. Johnston: I'd feel lonely if they weren't here.

Mr. Conway: I can give you my assurance. Hon. Mr. Timbrell: They could be serving your constituents or mine, but we'll have

them here instead.

The committee adjourned at 5:57 p.m.

## **CONTENTS**

Tuesday, October 16,	1979
Response to opening statements: Mr. Timbrell	S-879
Adjournment	S-906

## SPEAKERS IN THIS ISSUE

Blundy, P.; Acting Chairman (Sarnia L)
Breaugh, M. (Oshawa NDP)
Campbell, M. (St. George L)
Conway, S. (Renfrew North L)
Gaunt, M.; Chairman (Huron-Bruce L)
Johnston, R. F. (Scarborough West NDP)
McClellan, R. (Bellwoods NDP)
McKessock, R. (Grey L)
O'Neil, H. (Quinte L)
Ramsay, R. H. (Sault Ste. Marie PC)
Sweeney, L. (Kitchener-Wilmot L)

Sweeney, J. (Kitchener-Wilmot L)
Timbrell, Hon. D. R.; Minister of Health (Don Mills PC)





# Legislature of Ontario Debates

Official Report (Hansard)

# **Social Development Committee**

Ministry of Health Annual Report, 1977-78 Estimates, Ministry of Health



Third Session, 31st Parliament

Wednesday, October 17, 1979

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

# CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario. Editor of Debates: Peter Brannan.



# LEGISLATURE OF ONTARIO

WEDNESDAY, OCTOBER 17, 1979

The committee met at 2:21 p.m. in committee room 2.

# MINISTRY OF HEALTH ANNUAL REPORT, 1977-78

Mr. Chairman: As the committee knows, it has been agreed upon that this afternoon the time will be used to discuss the so-called hospital report of the committee. That will be done for a two-hour period. Then, for the hour remaining or thereabouts, we will discuss the report on the closing of Lakeshore Psychiatric Hospital.

The minister, I believe, wants to lead off he's been asked to lead off, at any rate—and deal with the various points in the report. Then perhaps we can go on from there.

Hon. Mr. Timbrell: It has been suggested that I go through the 10 recommendations in the report, which is still on the Order Paper awaiting discussion in the House on some Thursday evening in the not too distant future.

The first recommendation in the report has to do with the question of alternatives.

Do you want to open up for questions on each one as we go through, or wait? How do you want to do it?

Mr. Cassidy: I will just let you go through, I think, and make the statement.

Hon. Mr. Timbrell: There will be some other things, too, that I want to add from our discussions here in committee in the last few days, but I'll come back to that.

As T indicated to the committee in the spring, and more recently in the last week or so here, and in discussions with the members, we anticipated then—and I think now the evidence is bearing out this projection—we will end the year with approximately the same number of beds with which we started the year, looking at the province as a whole.

Mr. Cassidy: Active treatment beds?

Hon. Mr. Timbrell: Overall. I'm looking now at active, chronic, extended care—the range of beds to treat the various needs of the population. In some communities, or some individual hospitals—that's probably the better way to put it—by the end of the year there will be fewer beds where they have reduced active treatment. In others,

they will have converted beds from active to chronic, and in still others they may have both of those and additional extended care or nursing home beds approved in their areas.

Two: During the year we've had some extended care beds opened: 100 in Thunder Bay, 60 in Chatham, nine in Midland-that was a small additional approval in that area. Additional beds were approved in Peter-borough and Timmins, and a couple more counties are in the process of being approved for some additional beds based on studies done in their areas by their health councils. Also, in the longer term, a proposal came in from the Halton health council for 100 beds in the northern part of that region but not until 1984. They were looking at the longer term and the trends in that area. That has been approved in principle; obviously we won't advertise for some time yet for anybody to construct and operate those beds. We wouldn't do that for probably about three or four years. They would come on stream in 1984-85, which is when the local health council recommended.

We have also increased, in the last year, the number of chronic home care programs from three to seven, as well as the acute home care programs. I hope we could eventually get away from making the distinction between acute or active and chronic and just talk about home care eventually. The case load carried on by the home care programs has gone up substantially—in some cases by 15 to 20 per cent. It is also picking up some cases of longer-term need.

We've had a great deal of activity in most hospitals in carrying out more and more activities on a day surgery basis or in the provision of ambulatory care. I recently visited the Bowmanville Memorial Hospital, which Mr. Breaugh would know fairly well. In that hospital, if I remember correctly what they told me, something in the order of 60 per cent of their surgery is day surgery. I'm told it has a very low complication rate and readmission rate, which I think speaks well for the hospital and shows it can be done.

There are still some hospitals that aren't doing any and quite a few that are doing very little. So there is still a lot of room for improvement in that area to reduce unnecessary admissions and hospitalization.

A number of hospitals also have already taken advantage of, and are indicating they will take advantage of, our offer through the fiscal incentives announced in January to make necessary renovations in their facilities to increase their ambulatory care and day care work and recover the costs of those renovations over five years out of the savings. This is one way to avoid waiting for their number to come up in the capital line. They can do it right away and recover it from savings, and a number are doing that.

I guess I almost have to get on to a hospital-by-hospital basis to illustrate this, but the alternatives are being developed as we go along and conversions are taking place. The system overall, I think, has functioned quite well.

I think it is encouraging in some smaller communities that for the first time we are going to have chronic programs and rehab programs, and this is being done in the main

through conversions.

I am thinking in particular, say, of a place like the Four Counties General Hospital at Newbury, just outside of London. There was a very low occupancy rate there before of the active treatment beds that were set up. Now the number of beds designated for acute care or active treatment has been reduced. I think 17 beds have been converted -14 for chronic and three for rehab. So programs will be available for the people in those small communities surrounding Newbury. Previously they would have had to go into St. Thomas or maybe London or Chatham to receive them. That isn't to say that some people won't still have to go there but they will be the more severe cases, ones requiring particular skills or machinery or programs that a small hospital like Newbury couldn't offer. And there are many others.

[2:30]

Back in May, the Speaker, Mr. Stokes, asked me to go up to meet with representatives of the five hospitals on the north shore of Lake Superior. I think this was typical of a number of meetings I had during the year. There all the attention was being focused on one side of the equation, namely the active treatment bed side. If memory serves me correctly, we were talking at that meeting about, among the five hospitals, a total surplus over the guideline of about 15 or 16 acute care beds. Nobody had taken a look at the other side until the meeting, and I certainly pointed it out. As a result, things took a different course than perhaps others had expected. There was something like a 27-bed

chronic deficit in the area, even applying our minimum guidelines for chronic care beds.

It's been almost two years since February 1978, when the active bed guideline was reduced to three and a half in the south and four in the north, to be achieved over three years. I indicated at that time the then existing standards for chronic and extended care, namely, 11.9 beds per weighted thousand population for chronic and 3.5 for extended care, would become the minimum levels. So when I use these figures for the north shore, I'm talking in relation to the minimum standards. As a result of that, they have been working together, I am told, quite successfully. I talked to a number of them at the small hospitals conference three weeks ago. They are working on rationalizing between acute and chronic and on a plan to raise the level of their services in radiology and laboratory.

Mr. Cassidy: The minister has had the summer to consider this report from the standing committee and I understood—of course, I have not been able to participate in the committee regularly—the minister would come back with specific responses to the specific recommendations that were made here. Members of the committee, through travel, through study, through talking to people in the hospital field, are aware of some specific situations where beds are either missing or have been created.

I think the questions the minister should answer are, does the government accept the recommendation of the committee that alternatives to institutional care must be in place in the community prior to further withdrawal of funds for institutional care? I think the way to handle it is with a simple yes or no and to take us through the wider recommendations on the same basis.

Hon. Mr. Timbrell: I understood, Mr. Chairman, and as that member indicated, that I should respond and then he would ask questions at the end-and that is what I am trying to do. I am trying to make the point, for instance, that looking overall in the province, very much as I indicated five or six months ago, it would appear we are going to end the year with approximately the same number of beds with which we started the year. But there will have been shifts in a number of communities to take account of the changed and/or changing needs in those communities. There will have been certain nursing homes open up or approved and that sort of thing.

The point I am trying to make in using illustrations like the north shore hospitals

and some others is that the process of the alternatives is an ongoing process that is evolving. We are not leaving people high and dry without service.

Mr. R. F. Johnston: Those are alternatives in institutional care.

Hon. Mr. Timbrell: No.

Mr. Breaugh: I don't say the minister is avoiding an answer, but I think he is aware the committee went through, with his staff, current practices in the ministry and status of the different hospitals and hospital boards. At the end of our deliberations the committee said we were not in disagreement with the general aims of what you are trying to do but we were in disagreement rather sharply with the way you were going about it; hence that recommendation, which is rather specific, that you put the alternatives in place before you make alterations in beds in a community. I am not getting much of a response as to whether the minister has changed his mind.

Hon. Mr. Timbrell: No, I think as much as possible we have to try to make the change-over smooth and, from acute to chronic, not too far apart. And generally that's been happening.

Mr. Cassidy: Do you accept the proposal that community alternatives must be provided before further acute treatment beds should be cut?

Hon. Mr. Timbrell: You suggest that everything stays as is. You add the new program on and then you close. I'm saying that I think it should be an evolutionary process rather than that. It has a potential for disrupting staff and patients a lot more than a process of gradual conversion, which by and large has been going on.

Mr. Cassidy: But the way it was worked, in fact, has cut the active beds. If people scream loud enough, then perhaps alternative facilities will be put into place.

Hon. Mr. Timbrell: You know, with respect, we keep changing the ground rules. I thought I was going to go through the thing. Now we are into—

Mr. Cassidy: I am just suggesting, Mr. Chairman, that if the minister is going to take an hour and a half to go through these recommendations at the rate of 15 minutes per item, then it's not fair to a committee which has only two hours to look at this whole matter.

Perhaps the minister could reply quickly to

Hon. Mr. Timbrell: I am just going by what the committee decided at the outset, Mr. Chairman. Mr. Cassidy: I would be happy to listen.

Hon. Mr. Timbrell: I would like to talk about Blind River and a few others; so I'll proceed, if I may.

It's interesting too, Mr. Chairman, to read that letter from Oshawa General. The comments are directed to you on behalf of that fine hospital. Maybe we can discuss that as well.

On the question of the bed allocations: I don't want to take the time of the committee to run through, yet again, the way the beds are allocated except to say that we do take into account, in the allocations, changes in referral population based on the actual separation from hospital and the population. Of course, we update these every year. In fact, we should be updating before the end of the calendar year. As well, we have taken into account the age and sex distribution. As I pointed out to you yesterday, on average, while persons over 65 represent about eight or nine per cent of the population, they account for a third of the hospital days. That's got to be factored in and we do.

Eleven months ago, we established a committee on budgeting with the hospitals to look at the budgeting principles. I think one of the benefits likely to come out of that process will be some further refinement of this process of weighting factors, not unlike the process developed in the late 1960s and early 1970s for weighting factors for school boards to take account of local situations.

We found, for instance, that in some areas it seemed appropriate to apply some additional weighting to take account of heavier summer utilization; I'm thinking of the Penetang-Midland area. It may also be appropriate, for instance in an area like that near Collingwood, which has a heavy load in the winter time associated with injuries related to the ski industry and recreation.

These are the kinds of things already in place. I anticipate that others of this nature will be put in place. When we talk about three and a half and four beds per thousand, that per thousand part of the equation is going to be very important. In other words, who are those people? What is the age and sex mix? What kind of a community are we serving?

It's being suggested by some of the teaching hospitals that there should be some additional factor built in. I have some sympathy for this. Teaching hospitals in London, Kingston, Ottawa, Toronto, Hamilton end up with many more people who have longer lengths of stay because they are the more

difficult cases than you find in the typical suburban or small-town community hospitals.

Mr. McClellan: So you are saying that you are, in essence, defining—

Hon. Mr. Timbrell: In essence, I am saying I don't accept that it's completely arbitrary now. I do accept that it can be improved, and we are working with the hospitals on that.

Mr. McClellan: When do you think we will have a statement on what the new basis for calculating a referral or identifying a referral population will be?

Hon. Mr. Timbrell: I would think by the end of the calendar year.

Will they be ready by the end of the calendar year? Early in the new year, I am told.

Mr. McClellan: Will it take into account the kind of thing raised by Dr. Smythe from Wellesley Hospital, when he was pointing out that Wellesley Hospital and other teaching hospitals have a large number of people from outside Metro because of the specialized services and the formula simply didn't accommodate that reality? Are you going to be dealing with that?

Hon. Mr. Timbrell: The formula presently accommodates it to the extent that we look at the actual referral population, and the hospital that attracts people from a broad area would have that factored in.

What he suggested, and I think this argument has some merit, is that there should be an additional factor for the teaching hospitals because they tend to get people who are in their hospitals a lot longer.

Mr. McClellan: What about the hospitals in Thunder Bay, for example, which again serve a huge area around Thunder Bay? The formula didn't take into account the reality that specialized services within Thunder Bay have to be available to a much wider area than their immediate catchment area.

Hon. Mr. Timbrell: It does to the extent that in the north the guidelines provide for one seventh more beds per thousand population than in the south.

Mr. McClellan: We have heard tests; I am sure you have talked to them and know the problem we are having. I am just saying we are glad you seem to be accepting that—

Hon. Mr. Timbrell: I should point out to you as an interesting—

Mr. McClellan: —and we are looking forward to your report on it.

Hon. Mr. Timbrell: I should point out to you an interesting example that I mentioned

to some of the members last week. The sisters and the boards of two hospitals in the Blind River-Elliot Lake area commissioned an Ottawa firm to do a role study for them. They have recommended, and the boards endorsed the study, that instead of four and a half beds per thousand, which they have now, they operate with three beds per thousand. They also recommended a lower level of chronic and extended care beds than our minimum levels provide for right now in a series of outpatient programs, day surgery and that sort of thing. It is an interesting development when you consider that in most cases—

Mr. McClellan: As long as the facilities are there. That's the question, you see. We know you can lower some things, just as you can provide other things.

Hon. Mr. Timbrell: But the point is—and I think this really impacts on some of the other recommendations—in this country we have a very high rate of hospital utilization. Every comparison has been made—

Mr. McClellan: That's not the issue. We know what the issue is, The question is, are you going to put alternatives in place so that these kinds of shifts can take place rather than just chopping and allowing for some process of evolution?

The way the policies have been worked out and applied, I don't think you can honestly make that kind of an assessment. It has been a very productive year in getting conversions in chronic care, in getting work under way looking at long-term care needs in various parts of the province. Looking at the third point—no, I skipped one, sorry.

I think my comments cover number three as well, Mr. Chairman, unless there is some other comment.

Mr. McClellan: I assume from what you said that when you say you are looking at the formula for referral population, you are looking at recommendations two, three, four and five and the adequacy of the existing formulae in the light of things that have been brought to your attention through this committee, and through a number of ways.

Hon. Mr. Timbrell: The detailed input we are getting is from the hospitals, through this committee which we set up last November. There have been a number of subcommittees set up to deal with specific questions, in particular, those voiced by small hospitals. They made certain recommendations which resulted in some policy statements I made on September 28 to the small hospitals conference called last May.

I think we have covered number four as well in that regard.

[2:45]

Mr. Breaugh: I don't mean to hurry the minister but—

Mr. Cassidy: Didn't you read this over the summer, Mr. Minister?

Hon. Mr. Timbrell: Oh, I read it many times.

Mr. Cassidy: Yes?

Hon. Mr. Timbrell: Along with my Bible.

Mr. Cassidy: Why are you deciding what the answers are now, rather than bringing the answers into this place?

Hon. Mr. Timbrell: I think it is better if I take time to carefully consider the answers. I wish you had done that with some of the statements you made last Wednesday. If you'd taken some time to consider them—

Mr. Breaugh: Could we get back to the report?

Hon. Mr. Timbrell: On the question of sharing beds, maybe we can get right to the heart of the matter and look at a place like Windsor. We think you've got to look at the total community when you talk of planning for the distribution of acute, chronic and extended care beds. You really militate against the interests of the entire community if you try to single out one facility to the exclusion of all the others.

We've had difficulty with one institution that has refused, and I think that is changing, to be part of the overall Windsor-Essex county planning process. That has been unfortunate but that is changing.

I think in the long run, even now, the benefits of overall community planning are becoming evident: the conversion of beds for chronic care at the Hotel Dieu, the establishment of the CT scanner unit, the establishment of the perinatal unit, the opening of chronic—

Mr. Warner: The hospital won't cave in. Hon. Mr. Timbrell: It is not a question of caving in.

Mr. Cassidy: What about the chronic care service promised in the spring for Windsor?

Hon. Mr. Timbrell: That was promised if the savings were sufficient to fund it.

Mr. Cassidy: Oh.

Hon. Mr. Timbrell: They say the savings at this point are not sufficient to fund it. It has to go on the list along with the rest of the province. We will come back to that.

We believe you have to look at the total community rather than dealing in isolation. That is where, I think, health care or hospital planning in the 1950s and 1960s really put us off the mark. In that period of time, the operative word very definitely was competition. Who could get in line ahead of everyone else and get their new wing or their new unit established before the others, whether it was needed or not, whether there was some way to co-ordinate or not. In the last five or six years, more and more, that operative word has changed from competition to co-ordination and co-operation. Admittedly, we have a way to go, but more and more we are able to effect better planning in this way.

Mr. McClellan: When is the chronic home care going to be introduced in Windsor?

Hon. Mr. Timbrell: It won't be until 1980 at the earliest. As I said at the time, if the savings were sufficient, they would be used to fund the chronic home care program. They are not. They cover the new 85 or 90 chronic beds, the perinatal unit, the operation of the CT scanner and so forth, but it is not sufficient to cover a chronic home care program.

Mr. Cooke: Those are all bribes.

Hon, Mr. Timbrell: When I appeared in Windsor on September 7, 1978, and spoke to the chamber of commerce and representatives of all the hospitals there, I indicated that these things they'd been asking for could be funded out of potential savings identified the year before, you will recall, in the Thorne, Riddell report, which had been done mainly at the request of Windsor Western.

Mr. McClellan: What happened to the savings?

Hon. Mr. Timbrell: The savings are being redirected into paying for these new programs in the Windsor community.

Mr. Cooke: But the home care program was supposed to be part of the savings.

Hon. Mr. Timbrell: If the savings were sufficient, and they are not.

Mr. Cooke: What you are saying is that you knew all along we wouldn't have the funding for the chronic home care program.

Hon. Mr. Timbrell: No, I didn't, I'm saying that the operation of the chronic programs, in particular, has proven to be more than was anticipated at the time.

Mr. Cooke: I think what it is safe to say is the conversions haven't taken place when they were supposed to take place. There have been a lot of hassles over the last few months between the ministry and the hospitals as to when those conversions were going to take place. In fact, some of them have just been implemented very recently, have they not?

Hon, Mr. Timbrell: Hotel Dieu Hospital chronic unit opened August 1. The Salvation

Army Grace Hospital unit—

Mr. Cooke: None of the schedule was adhered to; the schedule announced and the carrot put out to the people of Windsor about the home-care program. We now clearly know we won't be getting it this year and probably not in 1980.

Hon. Mr. Timbrell: It was not promised absolutely. It was put on the basis—

Mr. Cooke: It is the biggest selling point to the ordinary people in our city, the senior citizens.

Hon. Mr. Timbrell: It was promised-

Mr. Warner: Not absolutely.

Hon. Mr. Timbrell: I beg your pardon?

Mr. Warner: I understand Tory promises are not absolute.

Hon. Mr. Timbrell: No, no. What was the earlier part of that?

Mr. Warner: That Tory promises are not absolute.

Hon. Mr. Timbrell: Oh, I see. I thought there was some other word you used there.

Mr. Cassidy: I would just point out that the rejection of this principle by the ministry means, according to the figures that Windsor Metropolitan General Hospital has worked out, their ratio of active treatment beds to their referral population is about 3.6, whereas the ratio of active treatment beds to population at the Grace is 4.3 and at the Windsor Western Hospital is about 4.8.

Hon. Mr. Timbrell: As I indicated, I think it would be very short-sighted on anyone's part, whether you formed a government or anybody else, to plan in isolation. You must recognize that in Metropolitan Toronto, as in Windsor, Kingston or any other community, hospitals should be interdependent. They shouldn't all try to be all things to all people; they should play on the strengths of one another. In the Windsor community one of the things we are seeking is an improvement in the level of obstetrical and paediatric care for the consolidation of the case load and the medical skills and the development of the perinatal unit.

Mr. Cooke: How do you advise the people in the east end of Windsor when they are brought to Metropolitan General Hospital by ambulance? How do you advise them?

Hon. Mr. Timbrell: Apparently, in my absence last week, somebody asked a question about someone who had to go to London to have four babies. I think somebody asked that question.

Mr. Conway: Mr. Newman of Windsor-Walkerville.

Hon. Mr. Timbrell: Was it? I hope that type of individual, with the establishment of the perinatal unit in the Salvation Army Grace Hospital, will no longer have to do that. In fact, there will be not only a saving in terms of convenience to the patient, but also a saving in lives and a reduction of disabilities at birth.

Mr. Cooke: How do you advise the people in the east end of the city when they are taken to Metropolitan General Hospital by ambulance and they go there by their own choice because that is where they live, in the east end of the city? Is the hospital supposed to say to the ambulance personnel, "I'm sorry; there are no beds here. We are a community, take them to Hotel Dieu Hospital or take them to Windsor Western Hospital which is 25 minutes away"?

Hon. Mr. Timbrell: Let me tell you that, in a number of communities, hospitals are looking at rationalizing their emergency services where they recognize there isn't perhaps a need for them all to be open 24 hours a day. As I said, and I think we all recognize this, not every hospital should have exactly the same services.

In the obstetrical area, for instance, one of the recommendations that has been made repeatedly-and recently I met with a group of about 20 obstetricians from around the province who sit on an advisory committee to the ministry-is that the minimum size for an obstetrics unit to be a viable program, to have a concentration of the case load to develop and maintain a high level of skills in this area, is 1,500 live births a year. None of the hospitals in Windsor has been at that level, as you know. This is one of the things the health council was looking at and was trying to develop: a concentration of the case load and, therefore, of the skills to raise the level of service in that community.

Mr. Cooke: You didn't answer my question.

Hon. Mr. Timbrell: I am saying there are ways that hospital can and should work with the other four hospitals in the county to rationalize services so they will be able to continue in certain particular areas. They are expanding their cancer clinic, as you know, which I also announced in February and which seems to have been lost sight of by some in the shuffle. We're not suggesting any other hospitals in the community develop any specialization in that area; we are saying that should be at the Met.

Mr. Cooke: You still haven't answered my question. You haven't even started.

Hon. Mr. Timbrell: Well, the answer is for them to work together with the other hospitals in the community and they shouldn't have those kinds of problems.

Mr. Conway: Mr. Minister, you've indicated in your last answer the whole rationalization program. Could you take this opportunity to give us the most up-to-date statement of rationalization programs with respect to specific hospitals? I can think of some in my own area. How far advanced are you now in those areas where you do want to proceed in rationalizing institutional services?

Hon. Mr. Timbrell: Let's see. Starting in your area, Smiths Falls—

Mr. Conway: Just before you go on, the second part of the question is, can you also indicate the responses you now have as a ministry to the means and the methods adopted so far in the rationalization and the implementation of the proposals? And can you indicate whether or not you are planning any new or innovative approaches to the rationalization which is being talked of?

Hon. Mr. Timbrell: This really goes back five or six years, I guess, to when it was first talked about-the amalgamation of the two hospitals in Smiths Falls. It was finally and officially brought about in late 1977 and eary 1978, not without some anguish and consternation expressed on the part of some individuals. I've asked if we can find a letter here. I had an interesting letter about five months ago from the chairman of the board of the Smiths Falls hospital saying now that the dust has settled they are saving a very considerable amount of money per year, and the level of care in that community in his opinion, as chairman of the board, is higher than it ever was before. This was again by rationalizing, ending needless duplication. concentrating skills there.

Mr. Conway: I don't need to tell you that a lot of communities in the eastern region have looked at the Smiths Falls experience and have recognized, in the absence of letters from the chairman of the board to the contrary, that there has been a great deal of anguish and pain and difficulty. They are wondering whether or not the kind of modus operandi that was entered into by the ministry there will be what people can expect elsewhere.

Hon. Mr. Timbrell: No. Can I give you another example? Let's just look in the same county, the county of Lanark. The two hospitals in Almonte and Carleton Place have voluntarily commissioned studies on rationalization between the two hospitals to end

duplication of services, because the two hospitals can't be more than 11 miles apart.

Mr. Conway: Not more than 11 miles.

Hon. Mr. Timbrell: Not more than that. And that is completely their own initiative. In Cornwall, the hospitals there represented by the sisters who own the Macdonell Memorial and Hotel Dieu and the Cornwall General have been working for four years on a task force aimed at rationalizing between acute and chronic care and ending any duplication that exists between the two hospitals. They have already done a lot of that in consolidating obstetrics and paediatrics into the Hotel Dieu hospital. I expect to have a report from them in the not too distant future on that.

In Brockville the two boards of St. Vincent de Paul and BGH have agreed to establish a task force aimed at rationalizing between acute and chronic but maintaining the two hospitals and not looking at an amalgamation there. That is a community where I think there is a great deal that can be done. When I visited them back this spring, a lot of people were zeroing in on one side of the equation just looking at acute care beds at the same time when there was a corresponding deficit of chronic care beds on the other side. In order to maintain the level of service and take account of the existing and future demographics in that community there is a need to rationalize between the two hospitals so that they don't plan in isolation one from another.

In your own backyard, so to speak-

Mr. Conway: Yes, I would like some specific reference for the record on what is happening in Pembroke.

Hon, Mr. Timbrell: Right. In Pembroke, the hospitals have been working on a task force aimed at rationalizing between the two hospitals. You and I have discussed that a few times recently. Hopefully we will have a report from them in the next few months. And the list goes on and on.

[3:00]

Smiths Falls was very difficult for all concerned: the local member, the previous minister, this minister. I think there was a concern that somehow the quality of care was going to suffer, and it hasn't. We have actually been able, in the words of the chairman of the board—it isn't my testimony; it's the words of the chairman of the board in a letter to me—to improve on the quality of care in that town while saving money. If you can do both at the same time, that's all well and good, for the taxpayer as a taxpayer and as a potential patient.

Mr. Conway: As you saw it, what was the principal difficulty in Smiths Falls from the ministry's point of view; and how do you intend to deal with it, if it should recur elsewhere?

Hon. Mr. Timbrell: I've just been handed something on Pembroke, but I've already covered it.

Mr. Conway: I'll have a copy of that.

Mr. Breaugh: It's called freedom of information; that's the current "in" phrase.

Mr. Conway: You know what Jed Baldwin says: "Don't believe your government unless you see the documents."

Mr. Breaugh: That's right, Some of those Tories know what they're talking about.

Hon. Mr. Timbrell: There are a number of obstacles to be overcome, let's face it. In every hospital I've ever been in, and I've now been in almost 200 of the 250 hospitals in the province, the chairman of the board, or the head of the hospital auxiliary, will say to me, "We think this is the finest hospital in the province." Some members may think that's corny, but I've got to tell you—

Mr. Breaugh: They say that in used car lots, too.

Hon. Mr. Timbrell: If that's the way you receive that kind of a comment, I'm sorry.

Mr. Breaugh: Stop bad-mouthing used-car salesmen. Yesterday it was nuns; today you're doing the car salesmen. Now stop it,

Hon, Mr. Timbrell: We'll come back to the other. Have you got your apology written.

Mr. Breaugh: If you want to say more bad things about the Religious Hospitallers of St. Joseph, I'm going to stomp out.

Mr. O'Neil: Will you fellows get off the sisters and get on with the business?

Mr. Breaugh: That was the member for Ouinte.

Mr. O'Neil: Get on with the business here.

Hon. Mr. Timbrell: That, I think, is one of the basic strengths of our system, because the people who own and are responsible for those hospitals do in fact have such a strong commitment to their community hospitals.

Mr. Warner: That's why they fight the cuts now.

Hon, Mr. Timbrell: That is why I so fundamentally disagree with your policy, Mr. Cassidy, as—outlined last year in your green paper about these—what did you call them?—regional boards or district boards for the hospitals. You would wipe out these individual citizen and community boards.

Mr. Cassidy: You are running everything from Queen's Park anyway.

Hon. Mr. Timbrell: No. I think that was the first difficulty that had to be overcome: to encourage people to look at the total community, and not just in isolation at their individual facility. In some communities, of course, particularly where we're dealing with religious orders, there are questions of principle and conscience that come up with respect to things like therapeutic abortion and sterilization, and those questions have to be addressed. But they can be addressed. They've been addressed in Smiths Falls. They are being addressed in Cornwall.

As I said, Smiths Falls has been very difficult. It has worked, and it has worked well. It's becoming better and better known that it has worked well, and it will be an inducement to other communities like Cornwall, Brockville and Pembroke to work

together.

In Mr. Belanger's riding we've got a public and a private hospital working together to develop a new hospital in that community.

Mr. Cassidy: Mr. Chairman, on a point of order: I would like to point out that it's now an hour since this committee intended to begin to meet. It is one of the two hours which has been devoted to a reply by the minister to the recommendations of the standing committee on social development on hospitals, a report on which the committee worked for a long time in the spring. The minister has clearly come into this committee with the intention of playing with the committee, rather than coming up with a serious answer. I have to say that I'm very disturbed at the way the minister has been carrying on.

Hon, Mr. Timbrell: I agree with part of that statement.

Mr. Cassidy: He may have been distracted by the questions from the member for Renfrew North (Mr. Conway), but the fact is that the committee surely should have been able to expect a succinct, precise response to very carefully considered recommendations which have been on the minister's desk and in the hands of his ministry for the course of the last two or three months. They were submitted in July or before then.

I have one or two things to say. I'll say them now, Mr. Chairman,

Hon. Mr. Timbrell: Mr. Chairman, I haven't finished answering Mr. Conway's questions.

Mr. Cassidy: On a point of order, Mr. Chairman, if I could ask for your attention: It seems to me that the minister is now

wandering. He's in eastern Ontario, an area for which I have great love and affection.

Hon. Mr. Timbrell: When you get there.

Mr. Cassidy: If we give him the chance, I'm sure he'll caressingly and lovingly talk about hospitals in every part of the province. But the questions here are not being responded to. I'm afraid the minister has been playing with hospitals this year, the way he's playing with this committee right now. I suggest we open this up to questions now, Mr. Chairman.

Mr. Chairman: Mr. Cassidy, just on a point of order: We agreed initially to allow the minister to go through and deal with the points in the report, point by point. We hadn't proceeded on that basis very long until we got into a series of questions. I guess it's the same old story, everyone thinks the method of procedure applies to every-body else. The first thing we knew, we were into a series of questions. Frankly, I would like to complete the minister's statement. We're on point seven now.

Mr. R. F. Johnston: We're on number nine now; talking about rationalization,

Mr. Chairman: We're on point six now. I have been trying to work this out mentally, and I am prepared to go to 4:50 on this item, which would allow an hour for the Lakeshore Psychiatric matter. I think members generally agreed it could be done in an hour, because we have spent a lot of time on Lakeshore. We have until 5:50 for the completion of these reports. I was mentally working it out, and I'm prepared to go to 4:50, which would leave almost another two hours.

Mr. Cassidy: Mr. Chairman, I'll just say for the record that, if we found hospital administrators as well as health-care workers feeling frustration about their dealings with the ministry across the province, I now know the reason. For three quarters of an hour, we've not got direct answers from the minister. He's wandered all over the map. If that's what he's doing across the province as well, no wonder people are feeling frustrated and feeling they were not given the whole picture back in January. The rest has come only because they have fought, and fought, and fought again, in a passionate defence of standards of hospital care which this minister has been trying to change and trying to bring down.

Mr. Warner: On a point of order, Mr. Chairman: Did you not expect, when a printed report dated June 21 was made by this committee, that the committee and yourself as chairman would receive a printed

response from the minister today when he appeared?

Mr. Chairman: I have no way of knowing what the minister's response or lack of response would be in this situation. I had understood from the committee at the outset that the committee wanted the minister to go through the various points and deal with them point by point. That was the way I was prepared to proceed. How the minister does that is, of course, not in the hands of the chair. I can't delegate or dictate that.

Mr. Warner: No. You can't compel him to co-operate; I understand that.

Mr. Chairman: But I'm prepared to go through it as quickly as we can. I know the minister will co-operate, if the committee co-operates. We could get the remaining four points out of the way, and then get into the responses and the interplay between the committee and the minister. The sooner we get that out of the way, the better.

Mr. Warner: We'll do our best to wrench an answer out of him.

Hon. Mr. Timbrell: Recognizing that the member for Scarborough Ellesmere (Mr. Warner) doesn't accept most answers he gets, because he doesn't like the answers.

Mr. Warner: I'd just like answers to the points. You're just skating on.

Hon. Mr. Timbrell: With respect, you have made certain specific allegations in the last week; I'm going to get to them, and I want to talk about them in particular. That shows the kind of research that has gone into those allegations. I'd like to deal with these specifically. I happen to think that the hospitals are a very important part of our ministry's program, and should be dealt with in more than five minutes.

Mr. Warner: They are important, That's why you should stop hammering them.

Hon. Mr. Timbrell: Listen, my friend, you have tried so hard to come up with a body count; you've tried so hard to—

Mr. Warner: Well, my friend, if you would like to read the letters from the administrator of Scarborough General, I'd be quite happy to share them with you.

Hon. Mr. Timbrell: Okay; okay. Don't squint your eye at me; you might get yourself a problem.

Mr. Chairman: Order.

Mr. Warner: Well, you try answering a question.

Mr. Chairman: This isn't getting us anywhere.

Hon, Mr. Timbrell: I agree.

Mr. Chairman, item six refers to the Committee on Hospital Resource Allocation and Budgets set up about 11 months ago with the hospitals and the Association of Teaching Hospital Administrators. If we could deal with that one, and with number seven, this year we had to take account of the needs of the very small hospitals and built in a 10-bed cushion in the budget formula. Based on the discussions with the hospitals, I announced in September that the hospitals smaller than 50 beds will be exempted in the future from any application of the formula. But in planning for acute and chronic care needs, we will look at the total picture, and for those hospitals from 51 to 100 beds, that the 10bed cushion will be retained. This comes out of the discussions with the hospitals for next year's budgeting process and the years after. Looking at recommendation eight-

Mr. Cassidy: I'm sorry; but I think it's significant that that concession was made despite the initial announcement that the 10-bed cushion was for one year only. We appreciate that a change has been made. That represents some progress. But, like the other progress that's been made, it has only come about because of pressure which our party has pushed forward, and which the hospitals themselves have put on the ministry.

Hon. Mr. Timbrell: Well, with respect, you would take credit for the authorship of Genesis,

Mr. Breaugh: Okay. Thank you.

Hon. Mr. Timbrell: I didn't say I was giving credit; I said you would take it. You would take almost anything you could lay your hands on, so to speak.

Mr. Breaugh: What shall we start with?

Hon. Mr. Timbrell: But last November, recognizing that in fact there was a need to alter budgeting principles for the 1980s and beyond, we invited the hospitals to begin the work with us on this. Through this particular subcommittee, on small hospitals, these recommendations were made to us. That work had begun in the spring and was finalized over the summer.

Mr. Cassidy: With respect, let's not have a misinterpretation of what happened. When the hospitals were called together on January 19, they didn't know until the representatives came into the meeting with the ministry that they were going to be put under the budget increases at only half the rate of inflation—

Hon. Mr. Timbrell: Oh yes, they did.

Mr. Cassidy: —which the minister imposed. Nor did they know that the guideline

of three and a half beds per thousand, which had been kicking around for some while, was suddenly going to be made a standard and imposed in two jumps over a period of two and a half years. There was no prior consultation on that. That was simply an edict delivered by the Ministry of Health, regardless of whether or not it made sense for health in Ontario.

Subsequent to that, the ministry has started to change around. This committee said there should be an appeal process. There's some kind of an appeal process right now; there was no appeal process at that time. Hospitals were specifically informed that there would not be an appeal process.

Hon. Mr. Timbrell: Read the response to recommendation 10 in Mr. Home's letter. There's been an appeal process in existence for years. He acknowledges in that letter, as do most hospital administrators, that it has worked well.

Mr. Cassidy: This was a letter that was sent to the administrator of the Ross Memorial Hospital, the 1978-79 budget letter from the director of the institutional division of the ministry; it states: "Your budget should be prepared to conform with the net ministry liability figure. Only appeals involving arithmetical errors can be considered. If your hospital spending exceeds the net ministry liability at your end, the excess will have to be funded from your own resources." Windsor Western Hospital asked about the appeal process when something appeared to be—

Hon. Mr. Timbrell: But you're acknowledging what I'm saying; that there has been in existence for some time an appeal process.

Mr. Cassidy: No, there has not. "Only appeals involving arithmetical errors"—is that all you're going to apply?

Hon. Mr. Timbrell: That's looking at that—Mr. Chairman: That's recommendation 10—

Mr. Cassidy: Mr. Chairman, I'm sorry; the minister tried to say to the committee that, back in November, they started to get involved with a process of consultation, but consultation didn't take place!

Hon. Mr. Timbrell: Oh! Your childish antics are something else. You made certain statements; let's examine them. When the budgets were announced for 1978-79, the hospitals were told that the budgetary increase would be the same in 1979-80. So that was not news to them on January 19; they had been told that the year before.

As far as the question of the bed guidelines is concerned, that was announced to the hospitals on February 7, 1978, and indications were given then, that this would be our goal over the next few years. Indications were also given about the chronic and extended bed care needs, that we wanted to see those needs identified and met.

Mr. Cassidy: I'm afraid, Mr. Minister, there's a great difference between a goal over the next several years and a specific edict that says the number of beds that will be allowed-and certainly when the ministry comes up with an announcement that says some 2,000 active treatment beds have to be cut in the forthcoming year; I'm not sure of exact number, because we've never learned it from the ministry. All I can do is take the reduction in active treatment bed ratios and apply that to the population of the province. It means we are looking at something in the vicinity of 2,000 beds in the forthcoming year. I'm not sure if it is 2,000 or 1,800 active treatment beds to be out this year by edict of the ministry. There are no studies to indicate whether or not that makes sense in health care.

Hon. Mr. Timbrell: Oh, there are all kinds of studies.

[3:15]

Mr. Cassidy: Mr. Chairman, we went around and talked to the hospitals. They don't understand yet what hit them. They find it's creating severe problems. A number of the administrators, not just staff, have specifically warned of the problems being created for their hospitals, their staff, and their ability to provide patient care.

I have raised some of this in the Legisla-

ture. I have raised it elsewhere.

Hon. Mr. Timbrell: I would like to finish this, and then I would like to get into some of those specifics. You generally refer to some administrators. You made specific allegations last week, the most serious of them being about Blind River. You have been proven absolutely wrong on most of them.

Mr. Cassidy: You made allegations about Elliot Lake and anaesthetists and you have been proven absolutely wrong. I suggest that the ministry, with a staff of several thousand, can surely get its research right. There are not two anaesthetists in Elliot Lake; there is only one. He has opted out of OHIP. The hospital can't guarantee service under OHIP. And the minister misled this committee when he said otherwise.

Mr. Chairman: Order. We are on recommendation number eight. We will complete the recommendations and then get into the specifics of Blind River and Elliot Lake and all the rest. Mr. Cassidy: I am sorry, Mr. Chairman. I understand why the hospitals have been very frustrated by all this.

Hon. Mr. Timbrell: Gee, I wish you would stay around. I've got some letters to put on the record commenting on some of your visits a little later.

Mr. Cassidy: That's fine.

Mr. Breaugh: I have some letters to put on the record for your visits too, Dennis.

Hon. Mr. Timbrell: Okay.

Mr. Breaugh: So let's pound the table a little more or answer the questions or do whatever you want, but let's get on with it.

Hon. Mr. Timbrell: I haven't been pounding the table.

Mr. Breaugh: I just watched you do it. You have a short, short memory. Your hand just hit that table there. I saw it.

Hon. Mr. Timbrell: There was something flying through there; you missed it.

Mr. Breaugh: I know; I was flying through there, and the word is "oozing."

Hon. Mr. Timbrell: Item eight, Mr. Chairman, deals with the question of rewards. Gee, I wish he had stayed, I wanted to talk about the \$800-million idea of his to cut out the hospitals. But, anyway, you guys will have to carry the can for that.

We announced three particular financial incentives in January which I have already discussed, dealing with the rolling over of unanticipated deficits which we think is a good fiscal measure to use. One is the application of half of the savings to new and approved activities in the hospital that have been reviewed by the local health council or planning body, where one doesn't exist, and the ministry. Another is the use of savings to pay off costs associated with renovations designed to increase the capacity of a particular hospital to provide ambulatory or daycare programs.

Again, I anticipate that, using the COHRAB group, we will develop further proposals for the infusion of fiscal incentives into future

hospital budgeting procedures.

Recommendation nine, Mr. Chairman, really commended everyone involved in the process of rationalization. It recommends that the committee endorse the efforts of hospitals, district health councils and other health planning agencies to rationalize health services where appropriate et cetera.

A number of hospitals have, either through their health councils, where they exist, or independently of the health councils, engaged planning consultants to assist in the development of rationalization plans. Health councils are doing this in places like Brant. It's been done in Essex. It's being done in a number of areas.

The Ottawa area is one that I think deserves a lot of recognition for what it has done. Six hospitals have banded together, for instance, under the leadership of the health council, to develop a food commissary that will result in savings of half a million dollars a year. Where the health council was able to, in looking at the long-term care needs, it has identified a need for more chronic care beds. Based on their recommendations, the existing Ottawa General will be converted for chronic care purposes once the Ottawa General opens some time in the next nine months. So we agree, obviously, that wherever possible we should try to eliminate duplications and redirect the money into expansion of programs where the need exists or into new programs where a need can be identified and agreed on.

On item 10, I think you will find that the sentiments expressed in Mr. Home's letter, under recommendation 10, represent fairly the feelings of most people involved.

Mr. Breaugh: Have you changed your position on the OHA's recommendation about an appeal mechanism?

Hon. Mr. Timbrell: The resolution from last November?

Mr. Breaugh: Yes.

Hon. Mr. Timbrell: No, I haven't. Did you ask me a question in the House about it in the spring? Is that how it came out? At that time and in the spring at a meeting dealing with nothing but resolutions, I expressed my feeling that it would not be proper, in effect, to take \$2.25 billion and turn the ultimate responsibility of its division over to a non-elected body. That responsibility should stay within the ministry. The minister and the ministry should be ultimately responsible. It has been my position all along. As in June, you'd have to say I disagree with that notion. So we have that basic disagreement.

As I said earlier, we have had an appeal mechanism within the ministry for a number of years. It does work and works well.

Mr. Breaugh: Yes. Smoothly.

Hon. Mr. Timbrell: Mr. Home's comment is to that effect.

Mr. Breaugh: There are a lot of hospital boards in here who really thought it was great, really worthwhile.

Hon. Mr. Timbrell: How many did you have? Six? Seven? Eight?

Mr. Breaugh: That's enough.

Hon, Mr. Timbrell: Out of 250 something?
Mr. Breaugh: We could have had longer hearings.

Hon. Mr. Timbrell: Yes, we could have.

Mr. R. F. Johnston: That's why the OHA asked for some things.

Hon. Mr. Timbrell: I don't know whether you have read the OHA resolution from last November, but it is essentially the notion of an outside, extra-ministry appeal body. They understand why I don't agree with that and can't accept it. I think I've made my position clear previously here and in the House.

Questions were raised about the amalgamation, just looking at four areas: obstetrics, paediatrics, chronic care and individual hos-

pitals.

Amalgamation of obstetrics has been carried out in Brockville, with beds moved from the St. Vincent to Brockville General. In Cornwall, beds have been moved from the General to Hotel Dieu. In North Bay, beds from the Civic have been moved over to St. Joseph's. In Sudbury, the Memorial closed out their 14 beds, and in Sarnia, St. Joseph's took over the responsibility for obstetrics. In Chatham, the Public General took over responsibility from St. Joseph's, In Windsor we have already discussed that.

In paediatrics, Cornwall General took over paediatrics from the Hotel Dieu. Sudbury Laurentian, when it opened in 1975, took over all paediatric services in Sudbury and centralized them in one hospital in that community. The Sarnia General has taken over responsibility for paediatrics. Fifty beds were closed at St. Joseph's which had been set aside for paediatrics and 18 were opened at the General. There was a net loss, if you want to look at it that way, of 32 beds, but paediatric needs are being met. In Chatham, St. Joseph's took over paediatrics from the Public General, and again we have discussed Windsor.

For chronic care, there is rationalization in Sudbury between the Memorial and Laurentian. Beds are being taken out of service at the San. The Scarborough General established a new chronic care unit. Within the month we should have the report from the hospital council on future chronic and rehab needs in the Scarborough area. Almost two years ago we closed the Briarbush private hospital over in Stouffville, and those chronic patients transferred over to Newmarket, to the York Central Hospital.

We've had various amalgamations of hospitals. One we've discussed has been in Smiths Falls, and there have been a few amalgamations of small chronic hospitals. For

instance, Our Lady of Mercy here in Toronto has amalgamated with St. Joseph's.

Mr. McClellan: Can we get back to the question of the appeal mechanism? One of the things that administrators were saying to us in a number of places was that it made sense to have an appeal mechanism. We talked about it in an earlier session, I guess. I suggested, I think, something analogous to the budget review process under the Child Welfare Act.

You keep insisting there is an appeal mechanism. I have a letter from Mr. Freeborn, the administrator of Ross Memorial Hospital in Lindsay. Let me just quote a bit of it: "I would agree there is certainly a need for a fair appeal mechanism which can be used by hospitals to appeal arbitrary funding limits set by the ministry on a hospital's operating budget or where there is a need to appeal arbitrary decisions made concerning bed allocations and so on."

He goes on to say: "I may be wrong, but I don't recall our hospital ever being informed of the existence of such an appeal committee"—referring again to what the Conservative members of our committee were talking about in their dissent.

He then cites the 1978-79 budget letter from the director of the institutional division of the ministry, which states: "Your budget should be prepared to conform with the net ministry liability figure. Only appeals involving arithmetical errors can be considered." We've already heard that.

Similarly, Mr. Freeborn goes on to say: "In the 1979-80 budget letter from the assistant deputy minister of institutional health services, it states: "The ministry has allocated all of its funds with the exception of the limited amounts described in the preceding section. Hospitals should plan to live within the funding provided. The ministry has no contingency funds for appeal."

Mr. Freeborn says, and we have to agree with him, "I think the foregoing statements speak for themselves concerning the ministry's interest and encouragement to hospitals concerning appeal."

Hon. Mr. Timbrell: What's the date of that, please?

Mr. McClellan: The date is July 24, 1979. Then he goes on to say they have a deficit.

Hon. Mr. Timbrell: There are two things that don't fit with that. First of all, Mr. Freeborn is a member of the financial advisory committee, a body that has been in existence for, I think, four or five years, between the Ontario Hospital Association and the ministry. As a member of the finan-

cial advisory committee, he has therefore been involved in all fiscal relationships between hospitals in general and the ministry. The appeal process has been explained to him repeatedly over the years.

Mr. Breaugh: You'd almost think he would know if there was one—almost.

Hon. Mr. Timbrell: Secondly, he submitted an appeal and it's been heard.

Mr. McClellan: When did he submit an appeal?

Hon. Mr. Timbrell: I'm not sure of the date, but it's been heard and they've had a change in their staffing pattern or hours or something like that.

Mr. Warner: Was an arithmetical error the basis of their appeal?

Hon, Mr. Timbrell: The area team have been sent back to work with the hospital on the details of their application.

Mr. Conway: Do we know how and when he submitted the appeal?

Hon, Mr. Timbrell: In August.

Mr. Breaugh: Wait a minute. Hold on; call in more staff.

Hon. Mr. Timbrell: The gentleman in question has been a member of the financial advisory committee between the ministry and the OHA for several years.

Mr. Breaugh: And he wasn't aware there was an appeal mechanism?

Hon. Mr. Timbrell: As a matter of fact, I saw him in Peterborough on September 13 and we discussed it. My impression was that he was aware of it.

Mr. Conway: How did he make his appeal, just as a matter of interest?

Hon. Mr. Timbrell: To his area team.

Mr. McClellan: Was he appealing an arithmetical error in the application of the formula to his particular area, or was he appealing in a broader sense?

Hon. Mr. Timbrell: I believe he was appealing in a broader sense to his area team.

Mr. Breaugh: There are nine people up in this corner, and they've obviously got some information we'd like to have. Is there or isn't there an appeal mechanism?

Hon. Mr. Timbrell: I have been telling you all day, I told you in June, that there is.

Mr. Breaugh: There is?

Hon. Mr. Timbrell: And always has been. [3:30]

Mr. R. F. Johnston: Did you hear the deputy minister?

Hon. Mr. Timbrell: Did you read Mr. Home's letter?

Mr. Breaugh: Oh, I read David's letter, and I had a wonderful chat with David. He's a fine guy. Now will you tell us what this appeal mechanism is?

Hon. Mr. Timbrell: "We have found to date that the Ministry of Health has provided mechanisms for the redress of the problems."

Mr. Breaugh: Will you tell us what they are?

Hon. Mr. Timbrell: The initial point of contact for any hospital is to their area team, and in most cases the appeals are dealt with at that level to their mutual satisfaction. If they are not satisfied with the results here, they can go to the senior appeals committee involving the assistant deputy minister and the executive director of the branch.

Mr. Breaugh: What about this slight difference, where in the 1979-80 budget letter your assistant deputy minister of institutional health services says that all funds have been used up, that hospitals should plan to live within the funding provided and that the ministry has no contingency funds for appeals.

Mr. McClellan: You are telling us there is an appeal system, but your senior officials are writing them and saying there is only a limited appeal for arithmetical errors. Essentially, there is no money for appeals.

Mr. Warner: An appeal system with no money.

Hon. Mr. Timbrell: We said to them at the time-

Mr. McClellan: So you are telling us you're sucking and blowing—

Hon. Mr. Timbrell: We said to them at the time we had allocated all the money available.

Mr. Warner: What a cute trick.

Hon. Mr. Timbrell: Hospitals began to come in with specific problems we felt had to be addressed.

We did go back in the spring to cabinet and get additional money to deal with specific problems.

Mr. Conway: How much money did you get?

Hon. Mr. Timbrell: Well, the year isn't finished, and I anticipate that we may—

Mr. Breaugh: Are you going to the well again?

Mr. Conway: I think that's important to establish.

Hon. Mr. Timbrell: We may have to make some further adjustments in the money already allocated to us.

Mr. Conway: Thus far, though—I think this is an important point—our press accounts indicated \$65 million to \$85 million of additional funds for operating public hospitals. Can you indicate at this point in time how much additional money you have applied for and have been granted by the Treasurer or by cabinet?

Hon. Mr. Timbrell: I will when I do my supplementary estimates, because by then we will have dealt with—

Mr. Conway: But you must have some idea where you stand right now with supplementary moneys?

Hon. Mr. Timbrell: Yes.

Mr. Conway: What is it?

Hon. Mr. Timbrell: I am reluctant to say for only one reason: All the settlements are not in, and the amount of money that is available should not be taken as the target to be asked for.

Mr. Conway: All right. But is it in the order of the press accounts? Is it in the area of \$50 million to \$60 million?

Hon, Mr. Timbrell: The press accounts were reasonably accurate in indicating the amount of money we were successful in obtaining for a variety of purposes including OHIP expenditures, hospitals and nursing homes.

Mr. Conway: You can appreciate that if you have been able to go back successfully and argue for those kinds of supplementary moneys from the Treasurer, the kind of letter that was sent through your ministry to the very people who are now successfully appealing, is misleading if not insidious. Are you saying you now have those contingency plans?

Hon, Mr. Timbrell: Do you mind if I answer, Mr. Conway?

If you remember, I went to the House—in March I guess you were there—and in 45 minutes got House approval for \$66 million of supplementary estimates. That we went back to the cabinet and management board seeking additional funds is not something novel or unique to this year.

Mr. Conway: No one says it is, but both those letters and the information which has gone forward from the ministry indicate to the very people who are now appealing, "Appeal at your peril, because we really have no additional funds and no contingency for additional funds."

Hon. Mr. Timbrell: At that point, we had allocated all of the money available and in fact I think most hospitals have budgeted for and lived within the moneys allocated. As individual hospitals started to come forward, showing particular problems that we felt couldn't be addressed in any other way, we went back to cabinet.

Mr. Conway: Just correct me so I understand exactly; guide me through these figures once again. The supplementary estimates you have already received approval for, the \$66 million to which you have made reference—

Hon. Mr. Timbrell: The \$66 million was for 1978-79.

Mr. Conway: That is right. You have subsequently gone back to cabinet for approval—

Hon. Mr. Timbrell: For additional sums-

Mr. Conway: And those amounts are now—

Hon. Mr. Timbrell: -for this fiscal year.

Mr. Conway: —in the order of \$50 million to \$60 million, or as reasonably reported in the press.

Hon. Mr. Timbrell: Reasonably reported.

Mr. Breaugh: You now have an appeal mechanism and you now have funds with which you can deal with contingencies.

Hon. Mr. Timbrell: Individual hospitals are being dealt with. Some of them are already familiar to you.

Mr. Breaugh: Have the hospitals been told? Hon. Mr. Timbrell: Yes, as the processing is completed like St. Joseph's—

Mr. Warner: Each hospital in the province?

Mr. Breaugh: Have the hospitals been notified that there has been a change? You now have a contingency fund. They were notified you have an appeal mechanism but no fund.

Hon. Mr. Timbrell: We did not send out a letter saying, "Come and get more money."

Mr. Conway: But I think what is important to establish is that since those letters went forward, you found out in one way or another, including the lottery funds, almost a quarter of a billion dollars for the public hospital sector in both operating and capital expansion.

Hon. Mr. Timbrell: Where did you get your calculation?

Mr. Conway: There is the \$66 million of supplementary estimates of last year, you've obviously found another \$60 million, and you've made an arrangement with the lottery funds for an additional \$100 million over the course of three years. Adding the three

together over the course of the recent six or seven months, we have found about \$250 million to direct additionally into the hospital sector,

Hon, Mr. Timbrell: I think in the last 10 years—

Mr. Conway: I hope some of the fires are out. With that kind of money, they damn well better be.

Hon. Mr. Timbrell: There probably haven't been more than two or three of those 10 years that the Ministry of Health hasn't gone back for and been granted supplementary estimates.

Mr. Conway: I recognize that,

Hon. Mr. Timbrell: That means that in each of those years unforeseen problems can develop that can only be resolved by us going back. Several hospitals have found—and this is not uncommon; it's not peculiar to this year—they would submit a budget at the beginning of the year indicating they'll come in under budget, and yet something will happen during the year that will make this impossible.

In one community, for instance, the arrival in town of a surgeon of a particular skill threw their whole budget out of whack. Instead of work being done in other hospitals in other communities, all of a sudden it was being done in their town. In the middle of the year it necessitated a change in the hospital's budget, because there was a greater utilization of the hospital, greater staffing associated with the carrying out of these services by this surgeon.

That goes on all the time. It's not peculiar to this year.

Mr. Conway: I appreciate your comments, and I don't want to belabour the point. However, I think if this committee ever did have the opportunity, one thing I would like to see done is a good, small representative sample of Ontario public hospitals decided on, and a thoroughgoing audit and investigation on the purely financial side of provincial transfers to find out exactly how this system works. I've sat here for two or three years and I don't even yet profess to understand the way in which these transfers occur. I suspect it is something that not even the minister yet understands.

Hon. Mr. Timbrell: One of the areas which this committee, called COHRAB, is looking at is the notion that all hospitals would be put on a line-by-line budget review every three to five years, say, or that in each year you would put on line-by-line review all of one department. Let's say you might do the obstetrics units of all hospitals this year to ensure that the budgeting is sufficient to maintain the agreed-on level of service. Next year you might do paediatrics; the next year all the emergency departments. They are looking at that kind of regular, cyclical review.

Ten years ago we moved away from lineby-line review—where you argued over how much went to administration, how much went to the emergency department, how much went to support the ORs—to a global budget basis. Now the individual community hospitals make the decisions about where they shifted the money around.

The hospitals themselves have come up with this suggestion, that we revert, in a way, to line-by-line review, as a cyclical checkup on each hospital, or on the clinical departments of them. But of course the information about the appeals has been widely spread. The OHA itself had spread the information to every hospital in the province, and it's well known to all of them.

Mr. R. F. Johnston: I am fascinated by the way it works. When we were in Windsor, and talking to Windsor Western hospital, they informed us that when they read the \$65 million was available, they contacted senior officials in the ministry, who told them there was really no point in applying, because the funds had already been allocated. Then you were reported in the Windsor papers, on your visit there, to have said that if things were so bad in Windsor, why weren't people applying for this extra money if they really needed it.

Hon. Mr. Timbrell: I don't think I said it quite that way.

Mr. R. F. Johnston: That's what they interpreted you as saying—let me put it that way. So they have now reapplied. It's an interesting format this appeal mechanism takes, in terms of this extra money that's available.

Hon. Mr. Timbrell: One of the things we do insist on in every case is that there be an indication that hospitals, where there are opportunities to do so make savings in their operations.

Mr. R. F. Johnston: But Windsor Western had already done that; it had reduced one nurse per ward, rather than going into—

Hon. Mr. Timbrell: You're talking about Western? We checked with the administrator on that.

Mr. Breaugh: In this report from Windsor Western—why don't I just quote this, because it's interesting? "The Ministry of Health has been adamant on additional funds. There are none available. This hospital contacted min-

istry officials to learn how we could share in the \$65 million that suddenly appeared in the Globe and Mail, and were told the funds had already been allocated.

Mr. Warner: That's a great appeal system.
Mr. Breaugh: Now that's quite a difference
of opinion.

Mr. Chairman: Perhaps after we discuss this point, we could get on to the regular schedule: Mr. Conway, Mr. Breaugh, and then I'll take anyone else on the list who wants to speak on this matter. We have an hour and 10 minutes, and I want to cover as much ground as we possibly can.

Hon. Mr. Timbrell: Mr. Singh, who is of that area team, tells me that he took the call in question. At the time, the hospital was showing an operating surplus of \$150,000. That's why it would have been indicated to them—

Mr. Warner: That still doesn't answer the question.

Hon. Mr. Timbrell: If somebody's been showing a surplus, I don't—

Mr. R. F. Johnston: The funds have been allocated.

Mr. Warner: Nice try.

Hon. Mr. Timbrell: I'll check with the administrator to see what he did say.

Mr. Breaugh: In writing, as a matter of fact.

Hon. Mr. Timbrell: Okay.

Mr. Warner: You didn't inform the hospitals of Ontario of this new appeal procedure, though.

Hon. Mr. Timbrell: We did not go out and stand on the street corner and say: "Hey, we've got some more money. Who wants it?" We have been dealing with individual problems.

Mr. Warner: Did you send a letter to each hospital, outlining the appeal procedure?

Hon. Mr. Timbrell: No—no more than we have in other years.

Mr. Warner: Perhaps that's what we should do. You won't do it; so maybe I should.

Mr. Cooke: What a good idea.

Hon. Mr. Timbrell: The hospital association has already done it.

Mr. Warner: Oh, they have? Of the new appeal procedure? When?

Hon. Mr. Timbrell: The hospital association, several times, since July or August, has written to all their members using the FYI document and others. To my recollection, I don't believe in any other year we're written to everybody to say: "Hey, we've got some

more money. Come and get it." We don't operate that way.

Mr. Warner: That's not what I said.

Hon. Mr. Timbrell: With respect, it is what you said—that you write to everybody and say, "If you want more money, come and get it," rather than dealing with particular—

Mr. Cooke: You spoke to the press; you used it as a PR campaign, trying to convince people you were going to try to—

Hon, Mr. Timbrell: Hold on. I didn't announce the \$65 million. There was no intention—

Mr. Breaugh: How did it get out? Another leak?

Hon. Mr. Timbrell: No, it was published in the quarterly reports of the Treasury. Somebody picked it up.

Mr. Breaugh: How come I read it in the Globe and Mail?

Hon. Mr. Timbrell: Because they picked it up from the quarterly reports of the Treasury.

Mr. Breaugh: Oh, now, now, Dennis.

Mr. R. F. Johnston: Nice try.

Mr. Cooke: So this is how hospitals find out there's more money available.

Mr. Conway: A government that throws around \$65 million without advertising the fact—

Mr. Chairman: Perhaps now that we've completed the—

Hon. Mr. Timbrell: Mr. Chairman, I'd like to get into one other area. I'm sorry the leader of the third party had to leave, because I'd like to have heard more from him about his proposal to cut—

Mr. Breaugh: You will.

Mr. Warner: You will,

Hon. Mr. Timbrell: I'm sure I will—accurate or otherwise. I'd like to have heard more from him about his proposal to cut \$800 million out of the hospitals budget which he described last week. I wonder how he would propose that be done. I went through the figures with you last week. The only way that could possibly be done, of course, would be to reduce—

Mr. Breaugh: There's that motion to fire the minister. That's \$18,000; I'll support that.

Hon. Mr. Timbrell: I always know when we're getting really close to your sore spots, because you become very yappy. And you don't want to let anybody finish an answer or a statement—

Mr. Breaugh: Boddington, did you write that? Boddington is never around when you need him.

[3:45]

Hon. Mr. Timbrell: You don't want to let anybody finish an answer or a statement. You see what I mean? The only way—

Mr. Breaugh: On the table—it's much more effective when you do that,

Hon. Mr. Timbrell: See? Yes.

Mr. Breaugh: That's good. Stamp the little feet. That's nice.

Hon. Mr. Timbrell: As I say, we always know when we are getting pretty close to your sore spots because you don't want to let anybody finish an answer. It is the same here or in the House or anywhere. You really do have this thing about letting people state the facts.

Mr. R. F. Johnston: Well, make your statement.

Mr. Cooke: There are a number of things we haven't been able to touch, Mr. Chairman.

Mr. R. F. Johnston: We were hearing facts-

Hon, Mr. Timbrell: You were hearing facts about Blind River, were you? Or Hamilton Civic?

Mr. Cooke: I said we've been hearing facts, if you might listen.

Hon, Mr. Timbrell: Or about Atikokan or Ottawa<sup>P</sup> I think that has been dealt with. The media followed up those statements and found your research on the statements—

Mr. Warner: Absolutely accurate.

Hon. Mr. Timbrell: —to be found wanting. One of the things, though, where your leader is going to have to become more specific is how he would cut \$800 million out of the hospitals because, when you are spending \$2.25 billion, if you are going to take out \$800 million, or almost 40 per cent, and 80 per cent of hospital spending is for wages and salaries, you are saying in effect that we could cut 40 per cent of the staff working in the public hospitals of Ontario. That is what it comes down to.

We have seen a steady growth in the funding for the hospitals in the province. I have never talked about cutting 40 per cent or, I should say, close to 40 per cent because \$800 million would be 36 or 37 per cent of hospital spending. That is what your leader said last week. I wish he was here to elaborate. I wish he were here to tell me.

Mr. Warner: That will be done. And you know as well as I do what it is based on.

Hon. Mr. Timbrell: Yes, I do.

Mr. Warner: Then tell us.

Hon. Mr. Timbrell: Your leader was pointing to the experience in the Sault Clinic and saying—

Mr. Warner: Yes, the one you are opposing.

Hon. Mr. Timbrell: I'm sorry; opposing? Mr. Warner: Yes.

Hon. Mr. Timbrell: The one that the contract was settled on three weeks ago or four weeks ago?

Mr. Warner: Just continue.

Hon. Mr. Timbrell: I'm sorry; that was another inaccuracy in the statement last week. I'd be glad to give—

Mr. Breaugh: Why don't we go through yours today one by one? That would be new.

Mr. McClellan: This is really silly.

Hon. Mr. Timbrell: You made some pretty damning statements. The fact of the matter is, what your leader proposed would in effect reduce employment in the hospital sector by about 40,000 jobs.

Mr. Warner: Nonsense.

Hon. Mr. Timbrell: If he wants to say he was wrong, fine, let him say so, but that was his statement last week.

Mr. Breaugh: Why are you against the Sault clinic?

Hon. Mr. Timbrell: Nobody is against the Sault clinic.

Mr. Breaugh: Why are you against it? Why are you making such a violent argument against the good work done at the Sault clinic? I don't understand it.

Mr. Warner: And they will tell the world that you are against them.

Hon. Mr. Timbrell: I now know where the Queen of Hearts lives. She lives in the New Democratic Party caucus, the way you people try to twist reality around.

Mr. Breaugh: And that is another allegation we don't like.

Hon. Mr. Timbrell: I wasn't attributing it to any one member.

Mr. Breaugh: That's kind of low.

Mr. Warner: An unnamed one.

Mr. Conway: I have called Evelyn and Marion many things but I've never called either one of them the Queen of Hearts.

Mr. Breaugh: I didn't like the reference to the Religious Hospitallers of St. Joseph's, but this is going beyond the pale. Hon. Mr. Timbrell: You make light of it. I have to tell you that I think that particular order has become, in recent years, a leader in the development of health-care services for the future.

Mr. Breaugh: I don't like that, because I thought they always had been.

Hon. Mr. Timbrell: When you look at the way they have carried out their program at St. Joseph's in North Bay and the relationship with the Civic, when you look at the work they have done in Elliot Lake, Blind River and Little Current, the rationalization of hospitals, the work they have done in Thunder Bay—

Mr. Breaugh: They have done that for years.

Hon. Mr. Timbrelk: Yes, and they have always been leaders. But in recent years, in terms of rationalizing services and in developing plans to cope with the growing numbers of the aged, the order of St. Joseph's at Sault Ste. Marie has been a principal leader in the field. I said yesterday you made light of it, and you continue to make light of it. I think you owe the sisters an apology for the statements you made about the hospital at Blind River which have been subsequently shown to be absolutely, totally wrong. Admit you are wrong and apologize to the sisters.

Mr. Breaugh: I think that is about the lowest little coup you have ever tried to pull over on anybody in your political career. That is about as low as anybody can get, Dennis, That stinks.

Hon. Mr. Timbrell: With respect, the statements last week stink to high heaven.

Mr. Chairman: Can we go on with the order, Mr. Conway, Mr. Breaugh and anyone else who wants to get on the list? We have an hour left.

Mr. Conway: Thank you, Mr. Chairman. We will try to restore some elegance to this conversation.

Mr. Breaugh: I doubt it.

Mr. Conway: I am interested with respect to two or three items that have been raised here. I'm trying to make some general comments about the 10 recommendations and some of your comments. I'm going to make reference if I can, with your permission, Mr. Chairman, to the minister's speech to the conference of small hospitals in September, which really ties a lot of this together from his point of view.

First of all, despair at the policy formation that led to the treatment to which small hospitals in this province were subjected

for most of this year, only to see, in the wisdom of reflection, the minister change his position, or at least restate his position and change it, effectively. I think he had every right to in that particular conference speech.

I really wonder why, when so vital a matter was being decided upon, that you would not have thought it more prudent to have convened a conference on small hospitals before proceeding to apply, unilaterally, guidelines and budgetary restrictions which very seriously and materially affected the public hospital sector and, in particular, the small hospitals of this province.

It really concerns me, as I look around and see so much talent and so many people at your disposal, that you proceeded in the way you have, recognizing eight or nine months after your January speech that you would place the small hospitals of this province in intolerable jeopardy. Then, out of the good graces of your reconsideration, you absolve them of the burdens to which they had been temporarily subjected.

I hope we've seen the last of this kind of policy formation, I would certainly expect that we have. If, in fact, we haven't I would frown and more seriously reject entirely this kind of approach to policy-making in the hospital sector. I don't really need to say much more than that other than it seems to me that you might not have had to proceed with the small hospitals conference if you had taken into your confidence, to begin with, the people that you so seriously affected. You know, as most members of this committee do, that the small hospital sector of this province is a very different one from that of the large urban community hospitals.

I just certainly think this was the cart before the horse, and I hope it never recurs.

I want to ask about two or three other items, just so I clearly understand what you're doing.

Hon. Mr. Timbrell: May I just comment on that? In 1978, you may recall, the average increase for most hospitals was 4.5 per cent. For the small hospitals it was six per cent. In 1979, it was 4.5 per cent for most and 5.3 per cent for the small hospitals. You can argue as to whether those additional sums were sufficient, but we did try to take account, including in 1979 the use of the 10-bed cushion, of the relatively lower flexibility that a small hospital would have as compared to a 200- or 600-bed facility.

Mr. Conway: But the broad swipe of your policy, which you have now recognized is the wrong one, has been corrected in your speech and in your commitment on page 10 of that September speech, I applaud you for it. I just want your senior officials to understand, as they sit in that Hepburn Block or wherever it is most of them meditate about the way in which the small hospitals of this province are going to be treated, the special nature of many of these community facilities.

I know you and all members of this committee have had their own experiences. I have gone, as I know other members have, across the province listening to the very legitimate cases in Wingham, Goderich, Barry's Bay, Amprior and everywhere else. I just really recoil at the way in which this policy was decided upon. That no one in your ministry thought to give initially the special treatment to the small community hospitals just disgusts me.

Whoever it is in this room—and you, of course as the political man in charge are wholly responsible—I really hope that the senior bureaucrats who led you to this stupid conclusion are reprimanded in the most serious way. In fact, some of them may have

gone on to other endeavours,

Let me say for the record that it is sad that we needed to make this statement in January that upset and instilled a great deal of concern in the small hospitals in this province, for all the good reasons that every member of this committee, including the minister, I dare say, could put very ably, only to come along nine months later and say, "Yes, we now recognize the virtue and the common sense of your position," and quoting from page 10, the recommendation that flowed therefrom.

I want to make it very clear that, on a policy of such major significance, it appals me that you could have taken such advice and acted so stupidly for at least eight or nine months, subjecting the small hospitals of this province to that kind of injustice. It appals me from the point of view of public policy formation. I am delighted to see the change before too much damage is done.

I have to say that of all the people sitting on hospital boards across the province, there must be thousands who have not sat down and written you a letter. If any of my mostly private communications with them are of any guidance, they must really shudder at what in the hell we do in this place, that such wrong-headed stupidity could ever be implemented or even contemplated. It must make those people in their volunteer community participation really wonder about the ability of those very well-paid, experienced bureaucrats to deal with the complicated and troublesome points that are at issue in the health-care business.

I want to register that as my view in terms of my response to what happened. I want to conclude again by saying I think you've done the right thing by making that speech to the small hospitals conference, I just regret that so much anguish was created, public and private, by a wrong-headed stupidity that was announced early in the year.

Hon. Mr. Timbrell: Obviously, I would disagree with some of the comments. I think that the development of policy, with respect to the small hospitals, has been a progressive one and hasn't been without the anguish; I obviously concede that. It hasn't been without its difficulties, but it has been a progressive development. It has, I think, reached a conclusion which is accepted very widely, not only among people who work in the ministry, but also by the small hospitals' leaders, if my correspondence since the conference and my conversations on the day of the conference are any indication.

The kinds of changes that have got to be made have been discussed by all parties. If you look at the manifestos of all the parties of the last few elections, where they talked about health care, we have all talked about the need to move away from institutions. The comment last week, by the leaders of the third party, is also in that vein. Yet you can't really be all things to all people. If you are going to move away from institutional care, and put it in its proper perspective, that means having to put into play a planning process, which has been difficult, but it is in place now.

Mr. Conway: This policy might be more acceptable if it were the first big strike-out in my time in this Legislature. But I want to tell you that this stupidity followed upon a major initiative just after the 1975 election. that led to an attempt by the government of Ontario to close a series of hospitals. My point in that connection was that when that policy was scrutinized, when the regression analyses, those marvellous statistical underpinnings that were to legitimize the closure of the Durham, Chesley and Virgil hospitals and all the other hospitals affected; when they were looked at, they were found to be among the most wanting, the most errorridden documents ever brought forward into the public domain.

You abuse the public hospital sector with that kind of garbage statistical assault; then, two years later, when they just settle down from that kind of nonsense, you come along and indicate that the small community hospitals of this province are not going to get

the kind of special treatment which you, nine months later, are prepared to accord them. I am telling you, from the point of view of the people out there, that you are leaving the impression with all these people, and I wouldn't want to ask them to stand up, that they are being paid a very good dollar by the people in Toronto, Durham and Arnprior, and elsewhere. I am going to tell you that, as one member of this assembly, I expect a significant improvement in the kind of junk we have been getting in some of these areas. I can only call it that because I find it unacceptable that you, as a minister, would be made to go out and defend this kind of trash and then go cap in hand, nine months later, and say: "Well, we now recognize the common sense."

[4:00]

Hon. Mr. Timbrell: What you are saying is you agree we should have had a higher increase for the small hospitals, but you are also saying you agree it was right to put in place the 10-bed question in January, which we did, and you agree with the policy statement of September 28. That has been a progression. I am not for a moment underestimating the anguish to all concerned, including to the minister, over the last couple of years, but it has been a progressive development of policy in this area.

Mr. Conway: Fine, Let me just finish with one comment. You have a new deputy minister, and I can only hope that in his new capacity he will give this ministry an improved reputation in these kinds of matters. I don't need to tell you that in an awful lot of communities in this province, rightly or wrongly, the perception of your ministry's ability to deliver and make meaningful policies that could be generally agreed to in this room is not a very positive one.

I just want to offer my best wishes to your new deputy, because he has got a very major image building job to do with many of the communities in this province that have, in my view, been very abused by the efforts. Many of them are purely mechanical. They have not a great deal to do with policies, which as you rightly point out we can agree with in general terms. But the way in which you try to implement some of these things is just indescribable. I wish him well in a job I consider to be very important.

Hon. Mr. Timbrell: He is going to have to accept that. He is an excellent deputy. I am well served. I should say I look at examples. For instance, we talked about Smiths Falls. I look at Smiths Falls. At the height of the controversy over the amalgamation of the

two hospitals, I dare say there weren't too many people in town who thought anybody in the ministry had two wits to rub together. The result of the process has been beneficial, as evidenced by the letter to me from Mr. Boyd, the chairman of the board there, acknowledging that even though there was a lot of anguish, a lot of bitterness, a lot of people said a lot of harsh things to one another, the end result has been that the policies developed and applied by the ministry have been beneficial to that community.

We have been wrong on occasion. The ministry was wrong, and the previous minister acknowledged we were wrong, on the question of regression analysis. We have said so and have changed our policies accordingly.

Mr. Conway: All right. Let's just try to get specific, because I think this committee has a job to do now in pinning down the commitments you have offered. I am referring now to page 10 of your speech made on September 28, I believe, to the small hospitals conference. On page 10, you say: "The second recommendation I can deal with is that for hospitals of up to 50 approved beds, there should be exemption from further application of the active treatment bed guidelines." I know you have spoken of this here and elsewhere. What I want you to do for me and for all the hospital sectors is just to flesh out—

Hon. Mr. Timbrell: Let's take an example. Mr. Conway: Just let me finish and I will certainly appreciate your examples. I want more than just examples; I want a commitment from you as to exactly what that recommendation means. You have a good opportunity now to signal to the members of this committee and to all the hospital community, and the general public who may be looking at this debate, exactly what you are giving them here. How are they going to be treated? On what criteria, outside of individual or pure ad hoc consideration, will they be dealt with in these budgetary matters, using any examples you wish?

Hon. Mr. Timbrell: All right. I'll come back to the promise of example. But basically what it says to the small hospitals is we recognize that even though a strict application of a planning guideline of three and one half or four beds per thousand might indicate they are 10, 15 and in some cases 20 or 25 beds over in the very small hospitals, if they are to retain a basic and desirable level of service to the community, they need certain staff and staffing patterns in order to do that which has no particular bearing on numbers of beds.

Palmerston is a case in point where, if I remember correctly, they had 32 beds at the start of the year. Who is here from that district? Thirty-two? They have now got 27. I think they actually closed out.

When they came in to talk about this back in early March or April we talked about the need to perhaps develop some chronic beds in the facility, but also that they should not and could not reasonably be expected to drop their staffing levels below a level where they could retain the basic and agreed on necessary services in that hospital. So, by exempting them from further application of active treatment bed guidelines, they will not be subjected to any formulae that might be used in the future that relate to the question of beds.

Now we would still, in a Palmerston or a Nipigon or wherever, encourage them to use the beds in the most effective manner to take account of both chronic or long-term care needs as well as acute or active treatment.

Mr. Conway: Speaking on behalf of one of my constituency hospitals, I'll use the Deep River and District Hospital as a good example. I forget if the rated beds figure is 32 or 28; it is in there somewhere. What I am asking you is, if I am a member of that hospital board in Deep River and area, what should I now be expecting as the general policy by means of which I will be dealt with in terms of budget criteria et cetera?

You have indicated very plainly that they will be exempt from a set of guidelines that I think is will understood by the other hospital groups. What I want you to do is now positively state what, if any, will be the criteria on which the small hospitals will be dealt with. Are there any devised criteria or will there be just a pure ad hoc consideration, one by one, as to the special needs that they encounter?

Hon. Mr. Timbrell: Those hospitals will, next year for instance, see their budgets increased by the inflationary rate which we built into the budgets. That is not finalized yet until we get cabinet and management board approval, but the goal—

Mr. Conway: The rate will apply to every-one?

Hon. Mr. Timbrell: —that is right—the goal of which will be to maintain the level of services in that community.

There will be times when, again, in Deep River you may well have an internist move into town or an orthopaedic surgeon who is semi-retired and works two days a week doing work that maybe now goes to Pembroke or maybe goes all the way in to Ottawa. It is going to change rather markedly the pattern of utilization of that hospital which would require them to come back and make an appeal next year or the year after, at some point. Those kinds of things will continue to go on.

I wish it were possible to come up with a mechanism that would say for all time there is no need to consider appeals based on program changes or staffing pattern changes. For instance, we have some hospitals that still hospital it can have a dramatic impact on their costs, which has to be appealed.

Mr. Conway: I am listening with great care to what you are telling me. What you have told me is that small hospitals under 50 approved beds will be, if the cabinet approves—

Hon. Mr. Timbrell: Under 50 beds, yes, if approved. I'm sorry, yes.

Mr. Conway: Fifty approved beds, that 50approved-bed hospitals in this province will be exempt from the general policy that has created so much discussion this year; that relating to three and a half to four active treatment referral population criteria, the small hospital sector, meaning 50 approved beds or less, would be exempt from that; that in terms of funding they will get whatever the cabinet approves for budgetary increases across the board, rates of inflation or whatever cabinet decides. But, beyond that, there will be no public agreed-to criteria by means of which they can anticipate treatment from the ministry, that you are really going to take each of the small hospitals on an individual basis. I want to be clear about that.

Hon. Mr. Timbrell: I think that is embodied, though, with respect, in the September 28 statement, at which time I said we would see to it that the agreed-on level of services would be retained. Remember we are talking about 100 hospitals I can't begin in a hospital from the beginning to the end of the next fiscal year that would impact on that and where the board would have to come in and ask for special consideration. We're saying that we want to retain those services in Palmerston, Deep River, Nipigon, Emo and Rainy River and all these small areas.

Mr. Conway: The reason I bring the point up—I think it's important, and I want as much of this on the record as possible—is that we now know what small hospitals have been saved from. In fact, they have been saved from the lash but, I hope, not to be subjected

to the strap or some other punishment that might be decided upon later.

It comes back to the point about an appeal mechanism. We don't have one—and maybe we can't have one. I'd be the first to recognize that individual and small hospitals across the province will vary a great deal,

Hon. Mr. Timbrell: Every hospital, small or large, is different from all the others.

Mr. Conway: The smaller the hospital the more unique it becomes in its own individual circumstances. If, in fact, it's going to be an ad hoc relationship, let those hospitals in this category be forewarned that that's the way in which they will be treated, so they won't come to the Ontario Hospital Association or the Ontario government and ruminate about how this small hospital in southwestern Ontario got this kind of treatment when this small hospital in northeastern Ontario got a different kind of treatment.

Let there be a clear understanding that it will be an ad hoc relationship between the ministry and the small hospital sector. If that's what it's going to be, fine, but let it be public knowledge.

Hon. Mr. Timbrell: I guess I would interpret the words "ad hoc" as meaning perhaps something negative. They've got to be dealt with on an individual basis. Five years from now you're still going to get a hospital in northeastern say that Barrys Bay or Chesley or wherever was dealt with differently. The end result will vary one from the other. No two ever have been or ever will be exactly the same.

Mr. McClellan: But you're moving to a formula on that.

Hon. Mr. Timbrell: Quite often, just the physical design of the building can influence significantly the cost of operation.

Mr. Conway: Let me ask you for a comment that may be anticipated by some of your staff.

Mr. McClellan: You use words, but they bear no relation to what you're doing. You're not dealing with hospitals individually.

Hon. Mr. Timbrell: Look at their budgets.

Mr. McClellan: You move a guideline into a standard and try to squeeze them into it.

Hon, Mr. Timbrell: Look at the budgets. They have all developed from completely different bases. There have been individual adjustments during the year, for instance, over and above the across-the-board budgetary increases to take account of life support programs such as oncology and pacemaker inplants and that sort of thing.

You've got to have some common principles. You've got to start from somewhere.

Mr. McClellan: You take a bed formula, turn it into a standard and impose arbitrary ceilings.

Hon. Mr. Timbrell: As we discussed earlier, the bed formula does take account of variations in referral population, which is ageand sex-weighted to take account of those differences.

Mr. McClellan: "The rules are what I say they mean."

Mr. Conway: I realize other members want to begin questioning. I've just got one or two

other brief points.

On page 13—and this flows out of our present discussion-you say, "Looking at the longer term, the Committee on Hospital Resource Allocation and Budgeting has suggested that a similar type of committee be formed to examine the profiles of selected hospitals as a means of identifying those that can be considered small hospitals deserving special funding consideration.

I'm wondering what your own views on that are. Have you given every encouragement that that review go forward and that those special profiles be obtained so that we can look at some of the special funding

considerations?

Hon. Mr. Timbrell: Really this is part of what I was describing before. One of the alternatives that the committee is looking at is either line-by-line review of all hospitals on some kind of a cycle, three to five years, or line-by-line review of groups of hospitals or clinical departments.

I think that will be part of the report Mr.

Bain is expecting in late December.

Mr. Bain: No.

Hon. Mr. Timbrell: It won't be in then?

Mr. McClellan: It sounds like they're going to scrap the whole system entirely and move to something new.

[4:15]

Mr. Conway: I'm just interested to know at this point in time what is your ministry's disposition with regard to that knd of a suggestion. I don't get a comprehensive feeling. I don't get a feeling of anything comprehensive in this document.

Hon. Mr. Timbrell: Generally, I think that's a desirable direction. For instance, we are looking at the five north shore hospitals as a group and at their particular problems.

Mr. Conway: By means of examining the profiles of the selected hospitals?

Hon. Mr. Timbrell: Yes.

Mr. Conway: So you've accepted the recommendation in whole or in part.

Hon. Mr. Timbrell: Which they are doing themselves through having formed a group among themselves which is, in effect, a task force of the district health council.

Mr. Conway: I can accept your answer as meaning a support in part, if not in whole, for that recommendation from COHRAB?

Hon. Mr. Timbrell: I think I indicated that in the next paragraph. I said I agreed with it.

Mr. Conway: I agree. I'm just anxious to know you've actually made it clear you're going to proceed with some kind of movement in that direction.

Hon. Mr. Timbrell: I think we've suggested to COHRAB it's something they might under-

Mr. Conway: You're not going to go forward and say, "On our behalf, undertake

Hon. Mr. Timbrell: I'm saying that right now a study of that kind is under way in the north shore hospitals. They've banded together to look at their operations and to identify ways to rationalize and, in particular, to look at ways they can improve on their laboratory and radiological services.

Mr. Conway: But you wouldn't consider a sensible addition to that kind of commitment that small hospitals in eastern and southwestern Ontario might also be profiled to get some idea of what a comparative analysis might yield in this connection?

Hon. Mr. Timbrell: It's being discussed with COHRAB.

Mr. Conway: All right; I hope you would

proceed quickly in that connection.

This is a little bit off the main topic, but this speech did deal with the lottery question. Since it does relate to funding in the hospital sector, I think it's important to get some idea from you as to exactly what you have done here.

You indicate on page six: "I wish to announce the government has decided to make available to help over the next three years a total of \$100 million of lottery proceeds for hospital construction projects." There is clearly a commitment from this cabinet to go to three years and no more. At that point it'll be reviewed.

Hon. Mr. Timbrell: My intention is, well before the three years are up, to go back to cabinet and try to get the commitment extended

Mr. Conway: Do you then accept, as the Minister of Health, the argument that since these lottery moneys are available from the federal government it would be a wise and prudent course for this government to apply all that money to the health sector, or more particularly to the hospital sector? Is that your view?

Hon. Mr. Timbrell: It is all applied.

Mr. Conway: I realize that, but for the period of the three years. What I want to know is whether or not you've taken a position with your cabinet colleagues in saying "This is the first step in a right direction and I want this money now committed forever to the health sector." Is that your position? If it isn't, it should be, in my opinion.

Hon. Mr. Timbrell: That is my position. Of course, the position of the cabinet and indeed of the Legislature has been that the allocations would be reviewed from time to time. You'll recall that the Legislature four and a half years ago voted unanimously to commit all of Wintario to recreation, fitness, sports and culture.

Mr. Conway: Before my time—a terrible mistake.

Hon, Mr. Timbrell: A few of us were around. Some members have suggested that be changed. I was able to get a three-year commitment and would expect to go back and seek to have that extended, at least a year at a time, to maintain it into the future.

Mr. Conway: May I suggest that you go back to your colleagues in cabinet and in the most vigorous and enthusiastic way you know how—and that might take some doing—prevail upon them to give an absolute commitment that, so long as moneys are available from that fund, they be assigned wholly to the health sector and the hospital part of the health sector particularly?

But you've got \$100 million; has that released other funds you had previously com-

mitted?

Hon, Mr. Timbrell: No.

Mr. Conway: That's a complete add-on to the moneys you had allocated for the hospital expansion programs?

Hon. Mr. Timbrell: It's not all expansion. It's replacements, amalgamations, renovations—any number of things.

Mr. Conway: There's not in any way an attempt to substitute and release funds otherwise?

Hon. Mr. Timbrell: No.

Mr. Breaugh: I am a little saddened by the attitude and the approach of the minister this

afternoon. I am saddened because I felt this committee in its deliberations in the latter part of the spring session attempted to grapple with the very thorny and complicated prob-lem of funding for hospitals. We tried to provide an opportunity for people in that field to present-and it wasn't possible to get them all-a cross-section of opinion on difficulties they were having. I felt the people who appeared before the committee made that attempt—to provide to the people here a difference of opinion sometimes, sometimes from people working in the same hospitals. They didn't quite see things the same way but they did have a consensus that they were having trouble with the budgetary policies of the ministry.

We shouldn't forget either that the minister himself summoned the hospitals to Toronto to announce substantive changes in the way he was going to fund hospitals. That was a conscious act on his part. The ones I have talked to in administration of hospitals since then by and large have held they were not aware of what the minister would announce. There had been some rumblings and the usual in-house gossip about certain things that might transpire but they were not informed prior to the major meeting in Toronto. And that basic increase of 14.5 per cent was causing serious problems.

I happen to be of the old school that believes that is a legitimate piece of business for a committee of this Legislature to investigate and to report on and we did that. Not without dissent, not without argument, not without some agony in trying to arrive at a consensus—but none the less we did. The minister had his staff here all through those hearings; so he certainly was well informed as to who said what and how things transpired and the results of the committee's de-

I don't think any of us is pretending that was the comprehensive examination of hospitals and hospital budgets and how to provide care ever undertaken in the eyes of mankind. But it certainly was an honest effort to do what we could in the time period we had with the resources we had.

I am a little saddened that he has chosen not to respond directly to the recommendations of the committee. I understand the political problem of doing so, but I would have thought it wouldn't hurt on one occasion to do that. In my view the minister has responded to the committee's report in a diffuse way; he's of the Bill Davis school of replying to questions. I understand that, and he has developed it into an art form now. But he did respond and certain changes have

been made. More money has been found. Appeal mechanisms that weren't there in June are there now, or at least more people are aware of them.

He took some exception when he said he wouldn't want to go and shout from the street corners. I have seen the minister on public television and I have heard him on radio shouting to the population of Ontario, "If your hospital has a problem, come and see me and I will look after it." Maybe he didn't go out in the street and do it, but he did it on television and he did it on radio, and he repeatedly does it in speeches around the province.

I wish it would have been possible to have calm, analytical, rational discussions this afternoon. Frankly, I have never seen this minister respond in that way. That hurts

me.

Mr. Conway: He almost took his shoe off.

Mr. Breaugh: For example, a guy I know reasonably well and for whom I have considerable respect, David Home, has chosen to write to the committee; in part, that's at my instigation. David is a very bright young man; he knows his field extremely well. He has seemed to be, I think it is not unreasonable to say, a bit of a maverick in terms of hospital administration. He does not always agree with the line of the OHA or with fellow administrators. But he has a perspective and a certain amount of skill and intelligence and experience that should be heard.

Mr. Conway: Excuse me, Michael; who are we talking about?

Mr. Breaugh: David Home, from the Oshawa General Hospital. That hospital I think has done in good measure what the province wants a hospital to do—what there is a going consensus should be done.

That's not to say that things at Oshawa General are fine. They have a substantial deficit for the remainder of this year. There are a number of programs the new administration would like to put in place to save money to run a more efficient hospital that haven't happened because there is no funding available. There are a number of things hospital staff would like to do to provide better care. In addition to that, there are a number of things the community would like the hospital to do. Those things are not happening. Some of them have been delayed substantively by mechanisms put in place by the minister.

I am recognizing it is not possible to have that calm and analytical look at David Home's recommendations for thoughts to the committee. By and large, he didn't disagree with what the committee had said. He did not totally agree with the recommendations of the committee. He pointed out to me some offshoots, some variations, of committee recommendations that were true from a hospital administrator's point of view. Perhaps they weren't sufficient to change my mind on anything because I think there are other perspectives to be taken into consideration. But it's going to be tough and we won't have that—we certainly won't have it.

What we probably will have is the exploitation of certain sections of David's reply to the committee as being kind of a refutation of what the committee said. I know in my discussion with David this summer that isn't what he intended. He thought we were basically right about the problem in general. He took some exception to some of the recommendations we had. In effect, he said that for Oshawa General, for his hospital, not all of those things were quite as applicable as they would have been for Meaford or Wingham or other hospitals that we looked at. Now we can't have that kind of discussion because the minister chooses not to have one.

There are a number of things we address ourselves to that the minister knows are problems. I don't expect him to admit publicly that those problems are there. But I am aware he went back to the cabinet for more money, and that's a clear recognition that the problem is there.

I am aware in every hospital I visited in the last year that the problems are for real. There are different perspectives on these problems, and I think we should recognize that. In many of the places I have gone I have been shown to an administrator's office that's reasonably comfortable, more comfortable than my office, and his problems are those of an administrator-of cost analysis, of examination of ways to save money, provide administratively better service. And those views don't necessarily coincide with the medical staff of the hospital. They have another perspective on it. They certainly don't always coincide with those people who work in a hospital, because they have a far different perspective on it. We are not hearing that either. It doesn't concur either with the perspective of the hospital system from a patient's point of view.

The minister doesn't like the members to use names. So how else do we establish that what we know to be true is in fact true? I can understand his being uncomfortable with us using names or actual examples of people we know who are suffering because of a constraint program. I don't like it either. I'd rather not, frankly; I'd rather have an aca-

demic discussion. But the fact is the minister has at his disposal over 100,000 people to provide him with information. We as opposition members have a different source of information.

I think, by and large, the minister has admitted that the committee was correct. Though he is not prepared to admit it, he also has recognized that some of the things the committee recommended were appro-

priate steps to take.

There are a couple of other things I would like to put on the record. I don't intend to go on for a long period of time. I am dismayed somewhat that people—for example, such as we met at the Sault clinic—who are extremely proud of the work they have done, aren't free to voice an opinion that their method of providing care to the sick is a good one and in the long run would save a good deal of money. I am upset when that gets extrapolated all of a sudden into "shut down all the hospitals." That is not what they meant, and it is not what we meant, or anybody else meant.

I am upset and I put this as a personal note. I don't know whether the minister is aware or not, but I am a Catholic. I had an aunt who worked in the Hotel Dieu Hospital in Kingston all of her life. I am aware, perhaps more than most people in this room, of the kind of devotion and dedication that all kinds of religious orders have provided to hospital care in this province. They have done that for a long time, well before the time this gentleman became minister.

Sometimes I try to react lightly to the efforts of the minister to construe something someone said as being somehow a slam on a religious order. But I must tell you that it hurts me to the quick that that's considered fair game in Ontario politics today. I don't think that belongs with us any more. Those people, my aunt included, and a number of the people that you discussed in a rather obtuse way, who provide that care in Blind River, in the Sault, in Little Current, are people I happen to know personally and for whom I have the utmost respect. It touches me in a very human and personal sense that that is used as a political tool against my party, when I am clearly aware that was certainly not even the slightest inference they hadn't done a good job.

Why aren't people in our hospital system free to provide their point of view? Why can't a hospital worker say that? Why can't an administrator some place in Ontario suggest a slightly different form of the provision of care without having it twisted and turned? That bothers me. I suppose I am foolish

enough to believe, in some theoretical parliament at some point in time, a committee like this will be able to look at what I think everybody recognizes is a problem, hospital funding and a transition of a system, and have a calm and analytical and rational discussion about it. It isn't here yet and probably won't be for some time.

[4:30]

I want to close by saying that no one can convince me, through whatever guile, skill, manipulation of numbers or whatever, that there doesn't remain today very serious problems in hospitals all over this province of funding and of level of care from most people's perspectives. The perspectives are certainly different. An administrator doesn't see a hospital the same way a patient does. I think we are all fools if we don't try to rectify that problem, admit there are some difficulties, admit there are arguments to be had and to be heard.

If we don't let them be heard, if we are constantly engaged in this game of denying that someone from the Sault clinic has a right to speak his or her mind, or that somebody from the Oshawa General can submit a paper, as David Home did, and provide us with an informed opinion and take it for that, an informed opinion, not all right, not all wrong, but one legitimate, intellectual expression, then I think we do ourselves all a disservice. Frankly, that is the way I feel about this whole exercise at the end of the afternoon.

Hon. Mr. Timbrell: Mr. Chairman, if the member has taken from anything I have said, if I have indicated anybody should be denied the right to submit in writing or to state to this committee an informed opinion, then I apologize. That certainly has never been my intent.

I have taken exception certainly to statements having been made which have been shown to be incorrect. I am sorry you take it the way you do. I do appreciate, from your own personal religious and family background, how you would feel. But I do think a statement was made last week that certain things had happened at a particular hospital which I think even you now would acknowledge are incorrect.

Mr. Breaugh: No, I don't.

Hon. Mr. Timbrell: You don't. All right. Perhaps we can get into that again. But I think the allegations and statements that were made about that particular hospital were very serious. I still consider that the sisters who own the hospital, and are responsible for it, deserve an apology. That is

all. That it happens to be owned by the sisters is maybe unfortunate; it has given you concern, and I am sorry for that. But, whether it is a religious order or a community, I do think that is a point of issue.

Certainly there are problems, but I have to tell you, when you look at the situation as others have—and I have met over the summer with a lot of hospital people, board members, medical staff and others. I have also met several delegations from other countries that have come to look at our health-care system, one in particular, in mid-September, came from Alabama—and they have quite a different perspective comparing what we do to their experience in their own countries or in their own states. They walk away amazed at what we do in this province and in the country. It is not just Ontario; it is all the provinces. In this country we do as much or more than most jurisdictions, with a lower level of our GNP.

I certainly would not ever suggest anybody should be restricted in their right to make an informed statement or opinion. Having made a statement, they, as I or we, have

to be accountable for it.

I pointed out last week, and perhaps you want to discuss it again, the errors in some statements made last week about Blind River and a few other hospitals.

Mr. Breaugh: At some point in time I would like to get to the point—for example, in a community care program, chronic care or whatever, we made a recommendation about seeing that facility in place in a community prior to some other withdrawal of funds. The minister misses the fine point; perhaps he doesn't. We're not saying that you do an add-on system; this committee didn't say that. This committee didn't say to expand all these programs.

To use the one the minister is most fond of, the Windsor agreement, as an example, if those were concurrent events; if you restrict chronic-care beds in a hospital and put in place by agreement—and you work all of this through a planning process and through a funding process—if shutting down this part of the system here means that you move gracefully and smoothly into a community care program, we could all accept

that without question.

But when we see the cuts here, and the agreement formed with no funding to implement it, at that particular point the system has broken down. You have got two thirds of the agreement, with no money to do it.

David and I went over a number of things in the Oshawa General that they want to do and that should be done; assessment placement services is an example. It probably could have happened a couple of years ago, except that other planning mechanisms came to the fore.

Hon. Mr. Timbrell: But money is available for that.

Mr. Breaugh: Yes. It is now happening; but it could have happened two years ago. It is just one, simple, practical thing. If we were ever able to develop our system in Ontario—and I appreciate that if I came from Alabama or Ghana, any place else in the world, I would be happy with the system in Ontario. But I live here, and as taxpayers we put \$4.3 billion into a system that damn well ought to work. We've got more brains, more expertise and more people working very long hours to provide good care. So our rightful expectations of our system are going to be far different from any-body else's.

On paper, our system looks among the best in the world. The point I am trying to make is that there are many perspectives to take into consideration. It isn't just a paper operation; it provides for the care of the sick, and that means they have a right to an opinion. If this entire \$4.3-billion operation is the greatest piece of "flash and trash" show business the world has ever seen, if it astounds administrators throughout the universe, it isn't worth a damn if you don't provide good care for my father when he needs it.

That's a perspective that needs to be put in; it isn't the only criterion. You can't provide a hospital system that does everything everybody wants it to do. But if the system has component parts such as patients, hospital workers, nurses, doctors, administrators, and the public at large, who are collectively pointing out major flaws in the way it runs, then it is time to admit that there are things wrong and that we should rectify them. It's as simple as that.

Hon. Mr. Timbrell: One of the ways of measuring the level of care—and you did refer to this last Wednesday and again on Monday—is in the regular accreditation reviews to which hospitals are subjected. The Canadian Council of Hospital Accreditation is beholden to no one—not to the ministry, the individual hospital or whomever.

You can be sure that if a crisis situation develops or has the potential of developing in any hospital, the medical and administrative staff of the hospital don't wait for headlines; they don't wait for things to happen. They come forward. That has been my ex-

perience in three years, and I am sure it has been the experience of every minister before me.

We also have the accreditation teams which regularly go into hospitals in the province. From time to time they do make recommendations as to how staffing patterns might be improved, and when we have those, they are acted upon.

A year and a half or so ago, they made recommendations about one of our psychiatric hospitals in the Lakehead that changes be made in the staffing patterns. A kind of third-party objective review can be just as helpful—even more helpful—on the program side, as the kind of third-party objective review which has been so helpful to so many hospitals on their budgeting. So these recommendations are acted on.

There are any number of checks and balances in place to oversee the quality of care. There are the medical advisory committees. As you know, by law, every hospital has to have one. Their mandate is to keep a running brief for the quality of care in the hospital. Where they think it is being compromised or in some way not being met, it is their obligation to draw it to the attention of the board; and the board, if they agree, then brings it to the attention of the minisry.

Mr. Chairman: Mr. Warner,

Mr. Warner: Now the minister has calmed down, perhaps we can deal with some of the emotional effluent that spilled over earlier.

The minister, in his attack on our research department, neglected a couple of rather essential items.

The statements he was trying to work on over the \$800-million savings—and we had an interest in trying to save money—didn't originate with the research department. They did not originate with any member of the caucus, nor with the leader. That idea was put forward by the people with whom we met at the Sault clinic who said—

Hon. Mr. Timbrell: Which you accepted.

Mr. Warner: —"We believe, by the way in which we function in this community, in comparison to other ways of delivering health services, that if this model were expanded throughout the province, there would be enormous savings, likely in the neighbourhood of \$800 million."

The extrapolation from the Sault experience to the province was done by the people who ran the Sault clinic. I guess they believed that, Obviously they're operating in a slightly different atmosphere. They're a city. They don't necessarily deal with large rural areas. But what they were saying was their

mode of delivering health care, in comparison with the other hospitals in Sault Ste. Marie—they claim to be able to prove, by way of checking their figures, the kinds of services they deliver against the kinds of services, and the population that's served, in a comparative way with other hospitals, would provide enormous savings.

What we have attempted to say to the minister—and obviously we're not communicating properly or the minister doesn't choose to listen to it—is: "Pay attention to what the Sault clinic is doing, and has done, to see if their approach to health care can be expanded throughout the province, particularly in urban areas, in an effort to make huge savings."

I don't know how that all gets misinterpreted. Perhaps the minister is the victim of bad advice, or bad research, I don't know. But that should be clearly understood,

Hon. Mr. Timbrell: Can I quote from the press conference?

Mr. Warner: Yes, you've got a busy little colony there.

Hon. Mr. Timbrell: I quite agree we should try to be accurate. The question put to your leader was, "What will be the overall costs of your recommendations?" His answer was, "That is hard to say, but figures released by the minister show that community health clinics are the way to go.

"In the Sault, for instance, the members there spent 40 per cent fewer hospital days than the general population. If that pattern were duplicated across the province, our figures show that \$800 million could be saved and redirected to community programs et cetera."

Mr. Warner: How much would be saved?

Hon, Mr. Timbrell: All I'm saying is, we have accepted that the Sault clinic has resulted in a lower rate of utilization.

Mr. Warner: By 40 per cent.

Hon, Mr. Timbrell: That's one estimate.

Mr. Warner: Your figures.

Hon. Mr. Timbrell: No. no.

Mr. Warner: Oh yes, they are.

[4:45]

Hon. Mr. Timbrell: Various studies have been done that have estimated the reduction in utilization, at the low end of the range, to be 16 per cent, I think, and the high at 40 per cent. There have been various studies done. They range from 16 to 40 per cent.

In the budget formula, to which the Sault clinic agreed about a month ago, there is built in an incentive to further reduce community hospitalization which, were it to occur, would result in some additional financing; it's a bonus, if you will, an incentive to encourage them.

As we have discussed several times in the estimates, if you compare the rate of hospital utilization in Ontario, or Canada, to a number in the world—if you look at the HMOs in the United States, for example, their average rate of hospital utilization is about 500 hospital days per 1,000 population per year, while we are running around 1,350. Or is it 1,150?

Mr. B. Newman: We get all that US pollution coming over.

Hon. Mr. Timbrell: I'm talking about HMOs. In any event, the figure is better than double the rate of hospital utilization. We are no sicker, and they are no inherently healthier than us. It has to do with referral patterns, with the use of alternatives like day surgery and any number of things. So obviously, anything we can do to discourage unnecessary hospitalization is in everybody's interest, the patient's and all of us who pay the bill.

All I am saying is that, when you talk about extrapolating that, and say our figures show \$800 million could be saved and redirected, that means \$800 million would come out of hospitals. I'm just asking that you recognize what he is saying. That \$800 million would come out of hospitals, and since 80 per cent of hospital spending is salaries and wages, a significant reduction in employment in that area would come over time.

Mr. Warner: Different employment; but please remember—

Hon. Mr. Timbrell: That's the import of what he said.

Mr. McClellan: That is the import of what he was saying. He was making a simple comparison, as you well know—

Mr. Warner: Based on your figures.

Mr. McClellan: —and I would ask you, sir, to stop deliberately distorting what was said.

Hon. Mr. Timbrell: I'm not. I'm just trying to point out—

Mr. Warner: I'm glad it cleared it up, Mr. Chairman, because that kind of distortion shouldn't be allowed. The second part was on the Blind River.

Hon. Mr. Timbrell: What's distortion? If you take \$800 million out of the \$2.25 billion that is being spent on health care, you are taking out—

Mr. Warner: It was based on your figures. Okay, and you don't want to chop the \$800 million; is that what you are telling us?

Hon. Mr. Timbrell: I am saying that the changes—the evolution, if you will—have got to be gradual. If you look in the employment in the hospital field, there have been—

Mr. Warner: Now we're back into this never-never land again.

Hon. Mr. Timbrell: No. no.

Mr. Warner: We need the services in the community first before we cut the beds, but you said you are not going to do that.

Hon. Mr. Timbrell: Carry on.

Mr. Warner: I remember that news conference, by the way, at the hospitals, when you announced the new slashed budgets at the National Hotel down there. You were queried by one of the reporters, who asked, "Why don't you put the alternative services in place first, before you cut the beds?" Remember that question? And you said, "If we did that"—I'm trying to remember the exact words of about a year or so ago—"if I did that it would never get done." Do you remember that?

Hon. Mr. Timbrell: I don't remember saying it exactly that way.

Mr. Warner: I remember, and so does the reporter. I want to clear up this second misunderstanding that you have, and that is on Blind River.

Hon. Mr. Timbrell: You haven't cleared up the first one, but anyway—

Mr. Warner: On Blind River, you really do a disservice to the Ontario Nurses' Association. The comment that arose concerning the serious cuts in that hospital, and the deterioration of quality of care, did not come from me. It came forward at a public meeting, and was given voluntarily by the president of the Ontario Nurses' Association for that area, Ms. Leah Nadon. After your attack, she was contacted again. She steadfastly stands by her statement, as a nurse who works in that hospital, who represents the Ontario Nurses' Association, that the conditions she described to us are accurate.

Hon. Mr. Timbrell: Well, you are obviously free to search for and take whatever information you want. All I am saying is that your leader made a statement, and let me repeat it.

He said, under "Blind River" on page two: "One of the most frightening stories I heard on the tour: At the Blind River Hospital, full-time nursing staff has been cut in half. One instance where a nurse had to leave a cardiac patient on the heart monitor because at the other end of the ward a woman was having a baby and she was the only nurse on duty. Staff at the hospital has been asked to donate one day's pay to pay the cost of renovations."

I had been in Elliot Lake only three

weeks before that.

Mr. Warner: Oh, with the money, yes. We-

Hon. Mr. Timbrell: If I may, please.

Mr. Warner: After you saw our itinerary.

Hon. Mr. Timbrell: No. no. I'd been at Elliot Lake at the invitation of the two hospital boards from Elliot Lake and Blind River to receive the role study which they had commissioned and which they had both endorsed, calling for such a change in the number of beds, a reduction of beds in the area. The chairman of the board and the administrator of the Blind River hospital were there. Obviously, when I heard that statement had been made, I said if they were in that serious difficulty they would have told me when I was in Elliot Lake a few weeks ago and they were in the same room. They would have told me when I was in Little Current when some of them were there.

Mr. Warner: The nurses were in that room? Hon, Mr. Timbrell: So we went—

Mr. Warner: Excuse me; were the nurses in that meeting?

Hon. Mr. Timbrell: We went-

Mr. Warner: Were the nurses in that meeting?

Hon. Mr. Timbrell: Staff called Mr. Purzner. The board and the administration are legally responsible for that hospital. We went back to those people who are legally responsible for that hospital. Mr. Purzner confirmed on October 10, a week ago today, there have been—and this is in full quotes from him—"no staff reductions whatsoever."

In fact, you might be interested in this: In 1976, they had paid for 92,735 actual nursing hours; in 1977-78, 95,136; in 1978-79—there is a difference in fiscal years here—92,418; and in 1979-80, they have budgeted for 96,525 nursing hours, not 46,000 or 40,000.

He was then asked to comment on this business of the donation of a day's pay.

Mr. McClellan: What is the split between full-time and part-time?

Hon. Mr. Timbrell: In 1977 there were 11 full-time RNs; in 1978, nine, and in 1979, nine. In 1977 there were 13 part-time RNs; in 1978, 15; in 1979, 15; which is a total of

24 in all the three years, not 12. When you add the director of nursing, the supervisors, the relief supervisor and the head nurses, it adds up to 31 in each of the three years, not 15 this year. These are the records. Then we asked him about this business of the donation of a day's pay. He informed us that a member of the staff made the suggestion at a staff meeting, and it went no further than that. The board had not made the suggestion, nor had they accepted the suggestion. They had not, in fact, asked the staff for a day's pay.

Mr. Warner: Did you speak to Ms. Nadon?

Hon. Mr. Timbrell: Did I?

Mr. Warner: Yes.

Hon. Mr. Timbrell: I would.

Mr. Warner: No. Did you?

Hon. Mr. Timbrell: No. I spoke to the people responsible—just the same as—

Mr. Warner: When you were there previously, prior to—

Hon. Mr. Timbrell: No. Are you saying the administrator doesn't know what is happening in his hospital?

Mr. Warner: No. That is not what I asked you.

Mr. R. F. Johnston: Do you think the nurses don't know what they are doing?

Mr. Warner: When you were there previously in this nice little meeting you were describing, did you meet with any representative from the Ontario Nurses' Association?

Hon. Mr. Timbrell: They weren't at that particular meeting.

Mr. Warner: They weren't at the meeting.

Hon. Mr. Timbrell: No. I had been invited to that meeting. It wasn't a meeting I had called. I had been invited to that meeting by the boards of the two hospitals. The chairman and members of the boards of the two hospitals, members of the medical staffs of the two hospitals, and representatives of the order were present, and they presented to me officially the role study which they had commissioned and endorsed.

I would think if the nursing staff had been cut in half, either the chairman of the board of Blind River, or the administrator, or the chairman of the medical advisory committee of Blind River or any member of the medical staff of Blind River would have said so then to any of my staff, or at any point in this current fiscal year. They didn't and, in fact, somebody is mistaken. Somebody has his information wrong. The statement that was made by your leader a week ago is categorically incorrect.

Mr. Warner: Oh. You dispute the claim that that nurse was placed in a position of having to choose between two patients, one at either end of the corridor, one with a cardiac condition and the other in the process of giving birth?

Hon. Mr. Timbrell: We asked the administrator about this. He checked and called us back, and said there is no record of such an incident happening.

Mr. R. F. Johnston: Did you check with the nurse?

Hon. Mr. Timbrell: He would check the nursing records. That's what I believe he would have done.

Mr. R. F. Johnston: She still says it happened.

Mr. Warner: But you didn't check with her.

Hon. Mr. Timbrell: Well, I would think this lady in question certainly has a professional responsibility, in that kind of an incident, to report it to her head nurse, to draw it to the attention of the administration, to note it on the records, if such were the case, so it could be properly followed up. The hospital could find no record of any such incident occurring and having been noted in the patient records.

Mr. Warner: That doesn't mean it did not occur.

Hon. Mr. Timbrell: There's a professional responsibility to note, on patient records, anything untoward, either in the patient's condition—

Mr. Warner: The nurses at this point realize—maybe you don't—that they are under such intolerable strain in the hospitals around this province that they choose between making a fuss about incidents they don't like or trying to hang in there to do the kind of job they were trained to do. They don't like the conditions you've imposed on them, but they do their best, despite your cuts. They know, when they raise problems, there is likely to be some backlash, some pressure.

Hon. Mr. Timbrell: Can I give you the last piece of information? If you won't take the word of the administrator, in August of this year, the survey team from the Canadian Council on Hospital Accreditation was in that hospital. First of all, they commended the hospital highly in their report. They complimented the hospital on the high standard of patient care. They stated there was no serious omission on the delivery of care to patients. That's from the Canadian Council on Hospital Accreditation. Maybe you'll take their word for it.

Mr. Breaugh: Could I just interject a word? This really comes back to the perspective problem—

Mr. Chairman: I understand the importance of the issue. I just want to point out to the committee we are now at the point where we should be cutting off debate on this report and moving into the Lakeshore Psychiatric matter.

Mr. Breaugh: Maybe this would be a good place to do it. I recognize the minister has his source of information, and so do we. Perhaps they fall along kind of classic economic lines, if you believe in that political theory. What disturbs me is there isn't a recognition that a hospital administrator can look at the best-kept records in the world and not be able to tell you what happened in a ward at 11 o'clock last night, because he wasn't there. Neither can the best, fanciest accreditation team, doing their annual inspection of a hospital, tell you what happened last night at 11 o'clock. The nurse, who does tell you, puts her job on the line to do so, and you know it.

Hon. Mr. Timbrell: With respect, I think any nurse who fails to note something impacting on the care of a patient risks professional reprimand. There is an obligation on a nurse, on a doctor, to keep accurate records of the condition of their patients, and to note anything that happens to them or around them that could impact in a negative way on their care.

Mr. R. F. Johnston: Are you saying we shouldn't have attacked the hospital, or supposedly attacked the hospital, which we didn't do?

Hon. Mr. Timbrell: You said the staff was cut in half. I've read to you the figures on the nursing hours, the actual for the last three fiscal years, the budget for this year, the numbers of full-time and part-time RNs and supervisors and head nurses and so forth. I've indicated to you what the Canadian Council on Hospital Accreditation found in that hospital. I've indicated to you what the administrator, who is responsible for the overall operation of the hospital, reported. I said, with respect, somewhere along the way you got incorrect information, which was attempted to be imparted to the public.

Mr. Warner: Too bad it didn't occur to you to talk to the nurse who was involved. [5:00]

Mr. Chairman: I hope we can move along now and move into the Lakeshore Psychiatric report, which the committee filed with the House on Friday, May 25, I note that Mr. Fisher, the administrator of Queen Street, is here, as is Mr. Jappy. I don't know how the committee wishes to proceed. Did you wish to proceed, Mr. Lawlor? Would you like to start it off? Do you have any comments with respect to this matter, since you are deeply involved in it and it involves your riding?

Mr. Lawlor: Yes, I live with it and partially began to die with it. Is the Minister of Health seeking to bring about debility in members of

the same assembly?

Before I take my digitalis, I want to refer to the Canadian Mental Health Association letter to you, of October 10. Coming out of that, we will be able to get into some figures as to present hospital loads at Queen Street, statistics and what not, to see what the general direction and the repercussions arising out of the Lakeshore closing are, have been, and are likely to be.

I'll start with the second paragraph of the letter to you. The first pargaraph is not complimentary, and of course, neither is the second; so I'll start with the second. I didn't want you to think I was omitting it because it might have been full of accolades or some-

thing.

Hon. Mr. Timbrell: The original hasn't even reached me; so perhaps you would provide me with a copy. Your mail service is better than that to the ministry office.

Mr. Lawlor: Everybody else has one but the minister.

Mr. Conway: I don't think I have one.

Hon. Mr. Timbrell: That's a week ago but, I'm sorry, it hasn't reached me.

Mr. Lawlor: I have no further copies, I'm sorry, Sean. But listen with some acuity.

That means take your glasses off.

"Your ministry's decision to obtain consultation from the community through the establishment of the outpatient services committee was a step towards community participation in mental health planning. Although the process was frustrated somewhat by the short time that the subgroups had to make recommendations, and the six-month delay in receiving government approval for new or expanded services, we are pleased that this committee will be maintaining an overview of program objectives. However, your recent announcement of programs to be funded in the Lakeshore catchment area indicates that your ministry has not developed a communitybased model for service delivery. It appears that your ministry has chosen to rely primarily upon institutional services to be provided by the Queen Street Mental Health Centre and the general hospitals in the area. Our association is very concerned about the implications of such choice. We believe that we are observing a process of unplanned institutionalization rather than planned deinstitutionalization. We are particularly concerned with the immediate effects of the Lakeshore closing upon patient care."

Then we go on to the second page, where they begin to talk about these matters. This is the thrust of the Canadian Mental Health Association appearances before this committee in June. If you remember, they were rather more allies to your particular cause than otherwise. I looked askance at it, and the basic feeling at that particular time was there was a whole series of "ifs". If the world came to an end, if Apocalypse Now happened tomorrow, if this—

Hon. Mr. Timbrell: Excuse me; am I not correct that it was Mental Health Ontario that supported the closure? I don't think Mental Health Metro did, I just don't want to confuse the two.

Mr. Lawlor: The Canadian Mental Health Association—

Hon. Mr. Timbrell: It was the Ontario association, I believe, that supported the decision.

Mr. McClellan: I may be confused but I seem to recall a spokesman from the Metro mental health division speaking in favour of the closure at a public meeting I attended.

Hon. Mr. Timbrell: I think it was Mrs. Audrey McLaughlin.

Mr. Lawlor: There is no question that the Metro mental health representative at the meeting Mr. Jappy attended—no, maybe it wasn't Mr. Jappy; maybe it was some other person from your ministry who suffered the slings and arrows of outrageous fortune. Was it Jappy? Does he remember? There were some darts. I never got the impression he came away particularly wounded, though.

In any event, they took a position which was swaddled with qualifications—if you did thus and thus, they could go along. What they are saying now is that you haven't done thus and thus.

I never did think you ever really anticipated very much with respect to a panoply of social services, proper housing, after-care facilities and what not which would make the policy you ventured upon acceptable—or at least palatable. They had a wholly different vision of the care of the mentally ill from what has been implemented or, as far as I can see, is likely to be implemented.

At the top of page two under "Effects of Lakeshore closing upon patient care," they say the transfer of Lakeshore patients to Queen Street resulted in a doubling of the inpatient population. When Queen Street Mental Health Centre was built to accept over 600 patients it appears the rapid increase may be affecting the quality of patient care. I would like you to direct your answer to that, giving the facts and figures with respect to the present load at Queen Street and the facilities engendered to accommodate them.

The (b) part says, "We are aware that general hospitals in the catchment area are experiencing a higher number of psychiatric admissions than is usual for this time of year and are reporting a strain on their facilities." One of our contentions has been that when the moves were made through the summer you were at the low point of hospital admissions and of inpatient care. As the fall comes on a yearly cumulative effect becomes evident. It says you have already reached a certain capacity verging on 85 per cent and then, as the flow begins to accelerate, you do one of two things vis-à-vis Queen Street.

Number one, you turn people away—you find a pretext upon which admission is not gained because you simply can't provide the care or the facilities; it's simply not possible for you to do so. In the alternative, you direct that the patient load be sent elsewhere.

In the course of discussions I would like to have a general picture as to what allocations you did make, particularly with respect to Hamilton on one side, which begins to play a significant role in your earlier position and which I think ultimately came to play a relatively insignificant role. It probably ought not to have been brought into the picture at all. It was a subterfuge or a diversion.

Also, of course, I would like figures with respect to the impact upon the Whitby situation. When I think of Whitby, I think of money. Your sudden windfalls are always curious things after the event. Through the lotteries and through sudden access of moneys you have been able to proceed with an altered building plan on the Lakeshore grounds and have been able to provide that expenditure along the lines I was promoting with you which fell on a deaf ear. I predict you will come back to these lines in the next two or three years.

I would like the facts and figures with respect to the general hospitals and what effects the closing has had upon these. I am sure they are fairly great. I would like to know to what extent the Queen Street hospital is referring patients back to Lakeshore on an

outpatient basis. That is another area I would ask you to explore and to provide figures on.

Down in the middle of the page, in section 2, they talk of a lack of clear planning goals. They say: "We are encouraged by the announcement that your ministry will be funding mental health planning bodies in Etobicoke and North York. However, we are disturbed that these groups appear to lack a defined mandate. In particular, it appears that the Etobicoke group will have no jurisdiction over outpatient services remaining at Lakeshore."

The "b" part is a broad statement, simply saying that "a number of proposed projects were planned while Lakeshore was still an operating facility and do not reflect a planned response to the closing."

Then the "c" part says, "Although alternative housing programs have been identified as a pressing need in Etobicoke, no project and submissions were received and no funding has been allocated." This would appear to be a reflection of restrictive zoning practices. Then some mention is made of your having lost a unique opportunity to forward the model bylaw proposals which came through from the Honourable Margaret Birch.

Then on the third page of the letter-

Hon. Mr. Timbrell: Do you have yet another copy they could perhaps use to photocopy, or is that it?

Mr. McClellan: I gave you my copy. I don't know if we have another one.

Hon, Mr. Timbrell: Okay. Thank you.

Mr. Lawlor: On page three, they say approximately 50 per cent of the community mental health money is being allocated to general hospitals in the catchment area. I would like to know whether that's an accurate statement. They say, "at the end of the two-year period, funds for continuation of these hospital-based services will be included in the global budget of each hospital. We would ask for assurance that the budget for the adult community mental health services will not be depleted by the transfer of funds to institutional services."

Then they wind up with their various recommendations, the first asking for a task force with community representations set up to monitor the effects of the closing on Queen Street Mental Health Centre, inpatient and outpatient services, the general hospital psychiatric units and the community-based aftercare services. They say, "This task force should communicate with the outpatient services committee which would be monitoring the progress of the new service to be established."

I would like to know what the new services are and what allocation you are making of this putative \$1.5 million that is the saving. I would want to know how many employees have been absorbed and retained. More to the point, I'd want to know how many have been let go as a result of the transfer and what are the conditions of staffing at the Queen Street hospital with the new inflow of staff from Lakeshore. I understand there are dislocations, people's toes being stepped on, the difficulties of accommodation between old staff and new. All of this might be anticipated, I suppose. At the same time, the degree of seriousness of that can have terribly detrimental effects upon inpatient care at that hospital.

[5:15]

In part two of the recommendations, they're asking you for the umpteenth time to adopt a comprehensive plan for providing a range of alternatives for the care of the mentally ill on the catchment basis. "We would urge that the roles of the co-ordinating bodies in Etobicoke and North York be clarified." I would have thought that clarification might have taken place over the summer months, even if it were done in some kind of midsummer night's dream.

Then they come down with some statements about the rebuilding of the Whitby

hospital.

That is the general range of matters and questions which I would ask you to make disclosure on and comment on, with respect to that hospital.

Hon. Mr. Timbrell: First of all, as I've said, unfortunately I have not seen the letter until this afternoon, but I will be replying to it, of course.

On the question relating to the \$1.25 million of new community-based mental health programs, I think I've already read the list of projects into the record once during the estimates; so I won't presume to do it again. Dr. Lynes is here; he headed up the process that reviewed the submissions and is very familiar with the details of each. They are, all of them, subject to evaluation within two years. This is standard procedure with any new program to be able to assure ourselves that in two years' time they are achieving that which they said they would achieve and doing that which they said they would do and using the funds properly.

I can assure you, and I will assure them in writing, the savings that have been dedicated as per the January announcement for community-based mental health programs will be retained, even if we've found that one or two

of the programs on this list were found wanting. The money would be redirected to other submissions at such times.

Mr. McClellan: Has there been a change in the savings figures?

Hon. Mr. Timbrell: We won't really know until we've gone a full year, I suppose. I think it's fair to say that the savings are likely to be less than we had anticipated.

Mr. McClellan: How much less are you projecting?

Hon. Mr. Timbrell: It's difficult to say at this point until we get a full year's experience.

Mr. McClellan: You must be projecting figures.

Hon. Mr. Timbrell: Not at this point.

Mr. Conway: What were your earlier projections, to refresh my memory?

Hon. Mr. Timbrell: Was it \$2.6 million?

Mr. Conway: That \$2.6 million would be saved in how many years?

Hon. Mr. Timbrell: Per year.

Mr. Conway: You now know that you're not going to save that much. Can you indicate ballpark figures as to where you'll be?

Hon. Mr. Timbrell: Not really, but we think it'll be less.

Mr. Conway: A small bit less? A large bit?
Hon. Mr. Timbrell: I could tell you better
in six to nine months.

On the question of staff, I can tell you that—and we just had a letter from the president of the union the other day—we started out with, I suppose, about 300 people identified and we ended up with 25 layoffs.

Mr. Conway: Hold everything. I want to come back to this point which I think is central because so much of this institutional rationalization is forever offered in the interest of saving money. The figure of \$2.6 million was talked of. It's good to know it was \$2.6 million. You know now it's not going to be that much. Has anybody in this room got any figure as to what it might be? If they don't, can they indicate where the savings are not living up to expectations?

Hon. Mr. Timbrell: Essentially it's because we have allowed for higher staffing patterns in amalgamated units.

Mr. Conway: Can you explain how that wasn't part of your initial program?

Hon. Mr. Timbrell: I think it's the detailed planning that followed the announcement in January of actually merging—

Mr. McClellan: The planning that followed the announcement.

Hon. Mr. Timbrell: We've been through this a number of times before.

Mr. McClellan: We're just seeing the consequence now, one of the consequences being that your vaunted \$2.6 million in savings is not \$2.6 million in savings. You won't or can't—I assume can't—tell us what it is.

Hon. Mr. Timbrell: I haven't got a figure at this point. I can tell you the main reason is we have provided for higher staffing levels than was the case before.

Mr. Conway: Perhaps Mr. Fisher can indicate the order of the increases in staffing allocation? Are we talking of one night-time nurse, or are we talking of 10? What are we talking about?

Mr. McClellan: We are talking about the big institutions, the total institution.

Mr. Conway: The minister says the savings are not going to net out now at the earlier projection because a heavier staffing allocation has been entered into than was initially intended. He indicates he can't tell us what the saving figure will be now.

What I want to know is, can you indicate what these additional staffing patterns have created in terms of additional manpower?

Can you be more specific?

Mr. Fisher: We have added 416 staff.

Mr. Conway: An additional 416?

Mr. R. F. Johnston: Not above that which was projected?

Mr. Fisher: I don't know what was originally projected, but we have added 416 staff.

Mr. Conway: Can the minister indicate whether that 416 is an additional 416?

Hon. Mr. Timbrell: No, no. That's the total.

Mr. Fisher: That includes staff on the Lakeshore.

Hon. Mr. Timbrell: It's about an additional 60 or 65.

Mr. Conway: So it is about 15 per cent additional complement.

Can the deputy, can Mr. Jappy, can anyone, indicate what the projections might now be if it is not \$2.6 million?

Hon. Mr. Timbrell: I don't think we've got an accurate estimate, because the patients have finally, in the last two months, been moved.

Mr. Conway: Just for some guidance, should we be expecting it to be \$2.4 million or should we be looking for \$1.5 million? I think the minister has got to understand the desire of this committee to follow through with this proposal, because there can be no doubt it was offered as a cost-saving venture

and the figure talked of was \$2.6 million. If it turns out to be \$500,000, or \$800,000 or \$1.3 million—

Hon. Mr. Timbrell: With respect, it was offered for a number of reasons. That was certainly included, as was the availability of the most modern psychiatric facilities in the province.

Mr. Conway: The fact you did not rebuild a facility at Lakeshore is clearly understood as a fiscal imperative.

Hon. Mr. Timbrell: As is the problem of the availability of capital funds through the Ministry of Government Services in the foreseeable future.

Mr. Conway: Accepting your emphasis and your direction of our attention to these savings and financial matters, can you or any of your staff indicate now what the order of annual savings will be?

Hon. Mr. Timbrell: At this point we haven't done any up-to-date analysis, inasmuch as the final transfers of inpatients have been executed within the last two months. We did end up allowing for higher staffing levels than had originally been contemplated. Mr. Jappy has given you that set of figures, and we are continuing to operate all of the outpatient services on the Lakeshore campus of Queen Street Mental Health Centre. At this point, I haven't got an analysis to give you. I will be glad to when it is avaiable.

Mr. Conway: When do you expect it?

Hon. Mr. Timbrell: I would think, after we have had at least six months' experience and things have settled in, I could give you some indication.

Mr. Conway: Take this as notice, that I want, as one member of this committee, that analysis as soon as it is available.

Mr. R. F. Johnston: The other important thing about it, as I understand it, these new community programs were going to be paid out of the savings.

Hon. Mr. Timbrell: That's right.

Mr. R. F. Johnston: Well, if we don't know what the savings are—. We know the cost of your new programs. That is in your press release.

Hon. Mr. Timbrell: They are coming out of the savings. They are in excess of that, to be sure.

Mr. R. F. Johnston: Well, there's a start.

Mr. Conway: So you have already agreed to fund over and above the savings?

Hon. Mr. Timbrell: It is coming out of the savings.

Mr. Conway: But you are not yet sure of what those savings are going to be this year.

Hon. Mr. Timbrell: They are certainly not going to be less than the amount that has been budgeted.

Mr. Conway: Then you have already helped me with my earlier question.

Hon. Mr. Timbrell: There are figures, here.

Mr. Chairman: Mr. Lawlor?

Mr. Lawlor: I asked a lot of questions, and I don't have too many answers.

Hon. Mr. Timbrell: Oh, yes. Perhaps Mr. Fisher could deal with questions of occupancy and so forth.

Mr. Lawlor: What is the present inpatient population at Queen Street?

Mr. Fisher: It's running about 530. It varies, up and down, 10 to 15 patients, depending on the day of the week. The average will run around 530 or 540.

Mr. R. F. Johnston: Is that the highest it's been?

Mr. Fisher: No. The highest was in August—no, it's running at its highest right now. The statement was made that the occupancy has doubled. It hasn't doubled; it's gone up about 67 per cent, about 210 patients. Now this is a combination of patients transferred and an increased admission rate. Over a period in 1978—in September—we were at a low period; at that time our average census was running about 320. By January, it had gone up to 352, and as we were increasing our census by added admissions and transfer of patients from Lakeshore, this gradually increased to the present level.

Our rate of occupancy increased, based on the number of beds set up. Originally we had 416 beds set up, and at that time we were running about 77 to 80 per cent occupancy. That has gradually increased to about 90 or 92 per cent, which is quite appropriate, in

my opinion.

Mr. R. F. Johnston: It's presently at 90 to 92 per cent?

Mr. Fisher: Yes.

Mr. R. F. Johnston: Are there some sections and services which are above that? Are you still slipping outpatients from one service to another?

Mr. Fisher: Some services do go above that from time to time. But this is accommodated by using the beds that are available. I believe that the programming is maintaining the standard of care that was in effect at the time the transfers took place. As a matter of fact, right now, we are in the process of developing new programming at Lakeshore

campus. For example, the industrial workshop program, which was largely concentrating on work and rehabilitation, is now being reorganized to follow the DARE model which includes recreation, occupational therapy, and follow-up of patients in the community. This is an enrichment of the program. We are in discussions with Dr. Olsen at the outpatient clinic on the Lakeshore campus, on ways and means to improve that program. We are looking forward to an enrichment of programs in the Lakeshore area.

Mr. R. F. Johnston: Do you foresee a need to end any further programs at Queen Street to effect the accommodation of this 90 per cent occupancy? I'm thinking in particular of the adolescent unit, which was moved.

Mr. Fisher: No, we don't.

Mr. R. F. Johnston: What is the status?

Mr. Conway: I'd like to ask a supplementary while you're answering Mr. Johnston's question. Can you, Mr. Fisher, indicate when the high-security adolescent unit was slated for a move out of Queen Street? Because the minister's letter notwithstanding, I don't ever remember, in the hearings this spring, being led to believe that that unit was going to be transferred off the Queen Street campus. It was with some considerable surprise that I read, post-hearings, that that move was under way. Can you indicate when that was decided?

[5:30]

Mr. Fisher: The movement of that adolescent unit from the Queen Street campus had been under consideration for many months before the decision was made to transfer the Lakeshore program. It's been thought that it wasn't an ideal location and they would be more appropriately relocated within the community. I believe that is the present intension: to find a community location for that program. The location on the Lakeshore campus is a temporary measure. This, as you know, is a decision that will be made in the Ministry of Community and Social Services.

Mr. Conway: But it bore no relationship whatsoever to the transfers from Lakeshore?

Mr. Fisher: We moved it out of Queen Street in order to make more space available.

Mr. Conway: So it did have a bearing. Its presence there did tie up space you felt you could use more effectively.

Mr. Fisher: It was located on a ward which was planned for 34 beds, and at a maximum, that unit was using 10 of those beds.

Mr. Conway: Can I be straightened out on this? Does any other member recall? It was. All right.

Mr. R. F. Johnston: Yes, on the last day. It was in that 21-page internal document that was leaked to us.

Mr. Conway: I don't remember it.

Mr. R. F. Johnston: You say it's now at Lakeshore grounds.

Mr. Fisher: Only the outpatient program is on the Lakeshore grounds. The inpatient program has been moved to the Thistletown Regional Centre.

Mr. R. F. Johnston: What is the staffing of that now?

Mr. Fisher: Both programs are completely under the Ministry of Community and Social Services. All we provide are support services on the Lakeshore grounds.

Mr. R. F. Johnston: Do you know if the same programs that were available to those patients before in Queen Street are still being provided to those patients in Thistletown?

Mr. Fisher: I don't know about Thistletown, but at the Lakeshore campus all the day-care programs are still being provided.

Mr. R. F. Johnston: It's just that it's been very hard to understand, to learn, just what is being done at Thistletown and if it is the same program as was there before. But you don't know.

Mr. Fisher: We have had no contact whatsoever with respect to the Thistletown program. The staff has been transferred.

Mr. R. F. Johnston: The staff has gone.

Mr. Lawlor: At 100 per cent capacity, how many beds are there at Queen Street now?

Interjection.

Mr. Fisher: Yes, all of the staff have transferred with the adolescent program.

Mr. R. F. Johnston: Along with the workers in the program, the program funds were also transferred, or they were made available so they could be handled.

Mr. Fisher: Thirty-five staff were transferred, together with all the funds that go along with that.

Mr. Lawlor: I'm still on bed capacity at Queen Street: At 100 per cent, how many beds are there?

Mr. Fisher: Six hundred. That's our bed setup. At 100 per cent built capacity, we could set up 632 beds. You understand 68 beds have been lost to the Metfors program, that's the Metropolitan Toronto Forensic program.

Mr. Lawlor: Is Metfors still operating?

Mr. Fisher: Metfors is still operating.

Mr. Lawlor: What happened to the children in the child-care units? Did they go to Whitby, basically, or—

Mr. Fisher: Are you talking about the adolescent program?

Mr. Lawlor: Yes.

Mr. Fisher: The inpatient portion of that program was transferred to the Thistletown Regional Centre. The outpatient portion was transferred to the Lakeshore campus. Both programs are operated by the Ministry of Community and Social Services.

Mr. R. F. Johnston: I have one final thing, because it was a concern to me over the summer. One of the concerns I remember was there be emergency care available, emergency care facilities available for disturbed adolescents. I recall being told that was not going to be available at Thistletown. Is there an ability to handle emergency cases there, or is that being handled somewhere else? Or nowhere?

Mr. Jappy: That is being handled at Thistletown. That was part of the program, when it moved over to Thistletown. The capability to handle these problems which were initially handled by the Metropolitan Toronto's children's services agency, bureau, or one of those groups. They make arrangements with the hospital or with the area that is handling the emergency program, and that's the way it's been handled.

Mr. R. F. Johnston: So that inpatient facility can handle that.

Mr. Jappy: It's been transferred to Thistletown which, as you probably know, is a specialty hospital for children.

Mr. Lawlor: Are you presently operating a crisis intervention centre or unit at Queen Street?

Mr. Fisher: Several.

Mr. Lawlor: How many beds for backup on emergencies are there?

Mr. Fisher: I couldn't tell you exactly how many beds but we have sufficient beds to meet all the crises we are presented with.

Mr. Lawlor: There is an excess capacity to meet sudden emergencies?

Mr. Fisher: We have plenty of capacity to meet emergencies, yes. We operate on a geographic pattern and these geographic units take care of the emergencies from each geographic area. Each geographic program has its own setup for emergencies. It isn't necessarily a discrete unit with beds set aside like an intensive care unit, this type of thing. It is an emergency program but it is built into the total geographic service.

We do have a so-called crisis unit but that's attached to one service.

Mr. Lawlor: Have you converted the basement of the hospital at all, through the various buildings, to make provision for any form of day-care facilities?

Mr. Fisher: Basements have been reconverted on all four units. Renovations for units two and four will be completed this Friday and I am told that the other renovations will be completed by the end of the month.

Mr. Lawlor: I take it that you would be pleased to see one of us or any number of us visit the hospital—

Mr. Fisher: Oh, we would be delighted.

Mr. Lawlor: —in order to inspect the present arrangements on that count.

Mr. Conway: On that question, Mr. Lawlor, if I might ask a supplementary, have those structural changes all been effected at the estimated costs; no great additional factors there? You have been able to redesign your building within the—

Mr. Fisher: As you know, the costs are handled through another minister, but the changes have been relatively minimal. We put in some toilet facilities; the rooms that we're using were already available. It really was an area that we had been using partially for recreation, but we didn't need it with the excess space that we had on the wards, which of course we were using.

We had excess space which was originally planned for beds, so we put recreational types of activities in that space. The original plan for the hospital was that the basement areas would be used for recreational and socializing types of activities. So it's fairly nice space. In order to make this even more acceptable, they have added toilet areas and put in a few partitions here and there and that sort of thing. Insulation is one of the big factors. This has made it a little more comfortable.

Mr. Lawlor: How many patients have been referred out of Queen Street to Lakeshore day care, as an after-care measure? Have you any figures on that?

Mr. Fisher: Not readily. As we begin to absorb the increased admissions at Queen Street and as we have developed our lines of communication with Lakeshore, we have become more adroit at referring patients to the outpatient programming at Lakeshore.

There was a time when we had to get adjusted to the new arrangement. It is no simple matter to make these changes. It requires a great deal of communication in our pro-

gramming, which we seem to be accomplishing quite well. We operate a bus service at least twice a day between Queen Street and the Lakeshore facility. There was a dropoff in programming occupancy at Lakeshore earlier during the transfer phase. This is increasing quite nicely and we are up to 80 and 90 in the workshop now, and our census in the outpatient program at Lakeshore is approximately at its previous level as far as I know.

Mr. Lawlor: I have missed what you said in some figures previously. What is your present per-month admission rate at Queen Street?

Mr. Fisher: We are running about 250-300 a month.

Mr. Lawlor: Previously, in the 1976 year, which I have in front of me, you had approximately 200 a month; so your admission rate hasn't escalated—

Mr. Fisher: It hasn't escalated as much as we expected.

Mr. R. F. Johnston: Do you have some idea about readmission rates, whether there is any change in those? It's a little early obviously, since the major transfer wasn't effected until August.

Mr. Fisher: As far as I know the ratios of readmission rates have remained pretty stable. There hasn't been any significant change. As a matter of fact, there is much less pressure on the hospital than we thought might have occurred.

Mr. Conway: Any reason for that?

Mr. Fisher: I really cannot explain it.

Mr. R. F. Johnston: Boarding houses are doing such a good job.

Mr. Conway: That is the obvious question.

Mr. Fisher: I really couldn't explain it. All I can say is that, given the level of occupancy at Lakeshore before the move, we naturally assumed that the admission rate at Lakeshore would be added to the admission rate at Queen Street and it hasn't added up to that.

Mr. Conway: Is it not a concern, though, that a number of people are falling between the two schools out there that become anonymous casualties of this kind of rationalization?

Mr. Fisher: No, we were concerned about this and we thought it would be very important to try to avoid this, so we had issued instructions to our admission unit to accept all referrals.

I understand there have been a couple of occasions, because of staff or something like

that, on which referrals have been made where we hadn't accepted the individual, but by and large we have accepted practically everyone who has been referred for assessment. That doesn't mean we admit everyone who is referred, nor did we ever before.

I was talking to the psychiatrist at St. Joseph's just the other day, and he said that he had had good experience with Queen Street, and as a matter of fact I have heard two or three reports from people in the community general hospitals that they had no complaints.

Mr. R. F. Johnston: That's good, I'm just a little concerned where these people are at the moment. The Canadian Mental Health Association says it has noted—and I have no idea where it gets its figures from—an increase in terms of the admissions to psychiatric units and acute care hospitals. Have you heard any feedback from people in acute care about that? Is that happening? Is that where these people are going?

Mr. Fisher: It could be.

Hon. Mr. Timbrell: In Etobicoke, we increased the number of beds.

Mr. R. F. Johnston: Yes, and they have increased utilization as far as you know?

Mr. Fisher: We are encouraging it.

Mr. R. F. Johnston: It is just that we haven't had an increased number of programs out there yet in terms of community programs. That is just coming on stream. Your admissions are not up as high as they are. There are all sorts of people that we might be wondering where they are at this point and what they are doing. Have we heard from community mental health programs that their loads are up, particularly, say, in the Etobicoke area, or we just don't know?

Mr. Fisher: We haven't heard.

Mr. Breaugh: How did patients at Lakeshore get to that private one at Beaverton?

Hon. Mr. Timbrell: We should point out that Dr. Lynes and his group of staff have been meeting monthly with the representatives of community hospitals; so again, as we get more time, we will have more experience to comment on that.

[5:45]

Mr. Breaugh: How did the patients discharged at Lakeshore get to that private boarding house in Beaverton?

Hon. Mr. Timbrell: Oh, I'm glad you raised that. I would like to give you a copy of the letter I sent to the paper up there. That was a very disturbing report and I have written to the paper and to the TV network in ques-

tion because we were never contacted. If we had been contacted we could have given some of the facts about that.

Am I correct that none of the patients—I'm sorry, only two of the seven had ever been in Lakeshore? They were first and foremost discharged patients and, as with any malady, be it physical or mental, once a person is discharged and judged by a physician to be no longer in need of continuing supervision or care, they are free, like all of us, to live where they will.

At least one of the people in question had been discharged as long ago as 1973. I think I should read it into the record. I think this is a very serious matter and I'm sorry, but it will take three or four minutes. It is a letter I sent to Mr. Lee, the publisher of the Beaverton Express.

"Dear Mr. Lee: On September 19 your newspaper carried 'A Special Report' on a boarding house in Beaverton. Your report depicted a fairly clear picture of a group of not-to-be-trusted psychiatric patients, dangerously dependent on drugs which could become ineffective at any moment, being dumped secretly in your community, leaving your townspeople fearing for their lives.

"The description and comment in your report for the most part are unsupported in fact or stem from unnamed sources apparently speaking from second, third and even fourth-hand knowledge. The picture that emerged from such shaky foundations is such a distortion and such a malignant view of private citizens living in a private dwelling that I find that I must try to readjust the focus for your readers.

"The facts are these:

"This boarding house was acquired by the owner in July 1978. Over a 13-month period, the house was the residence of a grand total of seven former psychiatric patients.

"There is absolutely no connection whatever between their presence in Beaverton and the closing of Lakeshore Psychiatric Hospital. All of them had been discharged into community life long before the Lakeshore closing was announced, some as far back as 1973. Only two of the seven had been patients in Lakeshore. These people would have been in the community whether Lakeshore closed, had not closed or had never existed.

"These people had been ill, were treated in hospital, were adjudged fit for discharge and were discharged. As with any other citizen, they are free to live where they wish, go where they wish, do what they wish. They are in the same category as any other former hospital patient. "Heart trouble, for example, often requires a convalescent period during which the patient needs medication. But the patient does not necessarily remain in hospital. When, in the judgement of the physician, the patient is well enough, the convalescence is continued outside the institution.

"The procedure is exactly the same with psychiatric patients, except that quite often a stigma is attached to this type of illness. They are not always wanted or welcomed during

convalescence.

"That stigma shows its ugly head at least once in your report. Worldwide thinking in psychiatry today is that most patients respond to treatment more readily in the community and, where possible, they should be discharged into the community. In this case, a team of psychiatrists and psychologists had pooled their expert opinions and judged that these people were fit for return to the community.

"Against that, your report employs an unidentified 'expert' on feet describing her brush with death and fears for her car as she sat among them. Perfect thinking for the 19th century on her part. There is no means of estimating the extent of damage done to those people by publicity such as that.

"As with any other convalescents, some of these residents required follow-up medication. As private citizens, they are free to acquire it where they wish. In this case they preferred getting it in Toronto from familiar people rather than in Beaverton

from strangers.

"For that reason their medical history was unknown to the medical community in Beaverton, some of whom expressed concerns about the situation. I can say only that legislation exists giving the medical community scope to act if the judgement is that supervision and care required is not being received. There are homes for special care and other accommodation available if a patient is not yet ready for independence in the community. The concern in Beaverton obviously did not reach that level.

"The peculiar behavioural incidents you describe did not seem to be all that serious to local law enforcement.

"Equally private is the boarding house. As a private entity it is subject, under the Public Health Act, to just about the same authority as your house or my house. As to licensing under the Boarding House Act, there is no such act. There may be municipal bylaws regulating private boarding houses. Some municipalities have them, some do not. I do not know where Beaverton stands on that.

"At any rate, through the co-operation of the owner, who was under no obligation to do so, three public health nurses and one public health inspector visited the Beaverton boarding house. Hardly an aura of secrecy, Mr. Lee.

"Save the absence of a fire escape route, these public health people found nothing much wrong with the house and nothing at all wrong with the operation. In fact, praise, not complaint, was directed toward the

housekeeper.

"When patients are about to set out into the community on their own, psychiatric hospitals often suggest, not refer, accommodation to them. Lakeshore and the Queen Street Mental Health Centre had decided to cease suggesting this boarding house, not because of the house or the operation. Distance was a factor.

"These residents were there because they wanted to be there. Their families were pleased with the arrangements, and relatives

and friends visited often.

"At the time of your report, the occupancy total had shrunk from seven to three. One resident was a blind boy who wanted to stay there because he was allowed to keep his dog there. But he was subsequently referred to the CNIB because he needed care not available in the boarding house.

"Another who left was an Oriental whose mother encountered difficulty in travelling to Beaverton for visits because she did not own

a car and had a language problem.

"The other two also moved back to Toronto because of the travelling distance.

"With the number of residents down to three, the operation became financially unfeasible and the owner, not the public health authorities, closed the home. The owner had been contemplating that move since the spring.

"The three remaining residents now live in another private boarding house in Bowmanville. One of them still prefers travelling to Toronto, all the way from Bowmanville, for

the follow-up medication.

"As for Queen's Park being totally ignorant of the situation, there was no reason for Queen's Park to know about this situation. These people were, and are, private citizens. I always thought a citizen's right to privacy was a cause which journalism championed. Could I have been wrong about that?

"Because of that privacy, these people were unknown to us at the time of your report. But the information I set out here could have have been acquired from the communications people in my ministry. No one on your staff

talked to them about it.

"For that reason, I find it odd that your report speaks of an aura of secrecy, of six months' investigation, of days of questioning around Queen's Park, of inability to come up with answers. I find it odd that such painstaking digging could not turn up information that did exist, but could turn up the Boarding House Act which did not exist.

"In your edition the following week, you report that as a result of your story, the province has been taking a closer look at the psychiatric outpatient situation around the province. That, too, is excellent digging. I

know nothing about it.

"I regret finding this letter necessary, Mr. Lee. In a bureaucracy as large as this, things are bound to go awry sometimes. There is no doubt that people somewhere are living in conditions that should be better. When that happens, I appreciate that it is your duty to report on it and my duty to correct it.

"That, unfortunately, was not the case here. As irresponsible as your report was, there is no telling how much wrong may have been done to a group of private citizens whose misfortune it was to fall ill. Nor do I know how the damage might be undone. Sincerely . . . ."

Mr. O'Neil: Did they print that? Hon. Mr. Timbrell: I don't know.

Mr. Breaugh: Could I ask you what role would the psychiatric staff have had in getting those three people from Beaverton to Bowmanville?

Hon. Mr. Timbrell: I'm not sure if they had any. As private citizens—

Mr. Breaugh: No, I think they did.

Hon. Mr. Timbrell: Well, they may have. I am not aware of that. They may have contacted them to see if there were any homes in the area to which they direct people.

Mr. Breaugh: You see, it is that relationship that is unclear to me. I would understand your position that once a patient is discharged, that your obligations to follow up are minimal, if any. But then how did the system kick back in again? As I understand it, from a report in, I believe, the Oshawa Times, Mr. O'Keefe, the administrator at Whitby, did in fact place them in a group home. Now I am not sure that that would be exactly—

Hon. Mr. Timbrell: My understanding is that it is a boarding home, as opposed to a group home, which implies that it is somehow connected officially with a treatment program, be it inpatient or outpatient.

Mr. Breaugh: Does this suggest to you that perhaps there should be some connection and follow-up? I know we have had a number of complaints from both operators and people in the surrounding community, that they do not understand what a boarding house or a group home is. Those distinctions are not clear to the community, and there is a question of after-care. I wonder if you have altered your procedures somewhat.

Hon. Mr. Timbrell: Perhaps Mr. Fisher could describe to you the procedures in Queen

Street.

Certainly if a person is in need of continuing care or supervision, then we will continue to have relationship with them through a home for special care, or an approved home, or perhaps a nursing home which is licensed as a home of special care.

But this is where I take issue with some of the comments, made last week by some Metro politicians, on this report done in Toronto. If a person is discharged, they are as free as you or me, to come and go as they will, where they will.

Mr. Breaugh: I think that is the argument that centres about discharge procedures and who is responsible for after-care.

Hon. Mr. Timbrell: Maybe Mr. Fisher would like to comment.

Mr. Breaugh: Whether the method of discharging patients into the community, into a boarding house situation, is fair to patients in particular, would be my first concern.

In a sense, there's an analogy to run through here, that if you had a broken leg, once the leg was healed you would probably go home or move to a boarding house or something else. In the field of mental health, the distinctions are not quite that clear.

There appears to be, at any rate in a number of reports that I have read, and from people that I talked to, some difficulty in that discharge procedure. Who is obligated for after-care, if any? What kind of supervision is there? I think the base concern, one which I would share, is that people are not really going to a suitable place to live, but are going there because there is no alternative.

I wonder if you have altered your procedures at all, or if in fact this is a matter of concern to the ministry.

Hon. Mr. Timbrell: Yes, it is. Certainly, I think it is something that a responsible physician, in making a determination about whether or not the person should be totally discharged, would take into account. First of all, have they not got a home to go back to, and what is that home like?

Mr. Breaugh: Yes.

Hon. Mr. Timbrell: And if not, what are the alternatives? Maybe Mr. Fisher would like to comment. Mr. Chairman: I should alert the committee that time has run out—

Mr. Breaugh: Well, maybe we could just finish this.

Mr. Chairman: —but perhaps the committee would agree to hear Mr. Fisher and his comments with respect to discharge procedures, and then we could call the votes. Agreed?

Mr. Lawlor: What do I do with all the rest of my questions?

Mr. Chairman: You deal with them when the matter is called in the House, Mr. Lawlor.

Mr. Lawlor: We do. There is nobody there to answer.

Mr. Chairman: Oh yes, there-

Mr. Conway: Perhaps the information is at Whitby.

Mr. Lawlor: I'll let the minister know in advance what the questions are that remain, and maybe he would consider answering them in the House.

Hon. Mr. Timbrell: I just wanted to provide additional information. Dr. Surplis tells me that the—

Mr. Conway: Doctor?

Hon. Mr. Timbrell: He's a PhD.

Mr. Breaugh: He is a chiropractor.

Hon. Mr. Timbrell: We understood that's where you were at lunch time; that you have been taken out, so to speak.

Mr. Conway: I had a marvellous lunch.

Hon. Mr. Timbrell: He tells me that apparently the three discharged patients found the boarding home on their own; the boarding home operator contacted Whitby, and Whitby offered after-care if it was needed or wanted. That's the information I have.

Mr. Breaugh: You had better write a letter to the Oshawa Times because they say that story is screwed up too.

Hon. Mr. Timbrell: Did they run the original article?

Mr. Breaugh: No. They ran a report of circumstances in the boarding house. I didn't see the original story. I saw the Global TV story, and they ran subsequent reports of what had happened to these people.

Hon. Mr. Timbrell: I've sent a similar and almost identical letter to Mr. Campbell, I believe it is, at Global.

Mr. R. F. Johnston: A supplementary question to this; I know that particular home, but I don't want to deal with that particular issue, but I am concerned about boarding

houses. Tomorrow there is the bill being introduced that I hope you will be there for.

Are you sure, or do you feel that there are adequate boarding homes and after-care residences in the Parkdale and Queen Street catchment locality, providing the necessary kind of follow-up care for Queen Street, at this point?

Hon. Mr. Timbrell: Well, Mr. Fisher can comment on this in terms of Queen Street, but my understanding is first of all that there's been no increase in the number of homes for special care, or homes for special care beds in that area, contrary to what one of the local aldermen kept saying.

Secondly, the government House leader last week tabled answers to various questions including—was it question 251?—the statistics regarding number of homes of special care and numbers of beds. You'll see there the occupancy has been going down and there's a fair margin between the beds available and the beds occupied by agency residents.

This was one of the points Mr. Lawlor raised, and I think it's a good point; it's got to be addressed. Unfortunately, it can only be addressed by the suburban councils. The city of Toronto is the only one of the six municipalities in Metro that has had the foresight to provide for group homes and boarding homes. The suburbs have got to take their share.

Mr. R. F. Johnston: But you know of their concern—the city of Toronto—in this latest report. You've done your mini walking tour of some of the boarding houses, I understand.

Hon, Mr. Timbrell: It was very informative.

Mr. R. F. Johnston: So I gather.

Mr. Conway: The last politician walking through the streets of Toronto created no little bit of havoc. Be careful of those who follow in his footsteps.

Mr. R. F. Johnston: Maybe we're talking about two different sets of streets.

Mr. Conway: Before we call the vote, Mr. Chairman, since it's the custom of the department to announce marvellous new initiatives the day after estimates conclude, can the minister indicate whether or not in the remaining days of the fall session he plans to embark on major new initiatives that we might anticipate?

Hon. Mr. Timbrell: I anticipate announcing additional nursing home beds in several counties, which I've mentioned repeatedly here. In a few communities I anticipate that hospitals and health councils will deliver

rationalization reports in a few communities—that sort of thing.

Mr. Conway: But are there no major new ministry initiatives planned for the fall session we might be forewarned about?

Mr. Breaugh: Your resignation?

Hon. Mr. Timbrell: It costs \$7.50 to write a letter. That's too much.

Mr. Conway: It's always amused me how great is the departmental flurry of postestimates activity. I just wanted to give you an opportunity to—

Hon. Mr. Timbrell: There are a lot of things that will come out in the fall that would have been really post-estimates if we had finished the estimates when we were supposed to, last May.

Mr. O'Neil: Are you going to get any of those surplus Wintario funds?

Hon. Mr. Timbrell: Surplus? As you know, by act of the Legislature, what they're devoted to—and it's really health-related when you think of it—

Mr. Conway: Oh, for God's sake, the grape-stomping festival in Niagara is health-related? Please don't insult our intelligence.

# ESTIMATES, MINISTRY OF HEALTH (concluded)

Mr. Chairman: I would like to call the various votes within the ministry now.

Votes 3201 to 3204, inclusive, agreed to. The committee adjourned at 6:03 p.m.

#### **CONTENTS**

W	Vednesday, October	17, 1979
Discussion, committee hospital report		. S-911
Discussion, report on Lakeshore Psychiatric Hospital closing		. S-941
Estimates, Ministry of Health, Mr. Timbrell, concluded		. S-953
Adjournment		. <b>S</b> -953

#### SPEAKERS IN THIS ISSUE

Breaugh, M. (Oshawa NDP)
Campbell, M. (St. George L)
Cassidy, M. (Ottawa Centre NDP)
Conway, S. (Renfrew North L)
Cooke, D. (Windsor-Riverside NDP)
Gaunt, M.; Chairman (Huron-Bruce L)
Johnston, R. F. (Scarborough West NDP)
Lawlor, P. D. (Lakeshore NDP)
McClellan, R. (Bellwoods NDP)
O'Neil, H. (Quinte L)
Timbrell, Hon. D. R.; Minister of Health (Don Mills PC)
Warner, D. (Scarborough-Ellesmere NDP)

From the Ministry of Health:
Bain, W., Executive Director, Institutional Division
Fisher, M., Director, Queen Street Mental Health Centre
Jappy, W. C., Director, Psychiatric Hospitals Branch







# Legislature of Ontario Debates

Official Report (Hansard)

**Social Development Committee** 

Estimates, Ministry of Community and Social Services



Third Session, 31st Parliament Monday, October 22, 1979

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

#### **CONTENTS**

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario. Editor of Debates: Peter Brannan.



## LEGISLATURE OF ONTARIO

MONDAY, OCTOBER 22, 1979

The committee met at 3:47 p.m. in committee room 2.

## ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES

Mr. Chairman: I see a quorum. This afternoon we are dealing with the Ministry of Community and Social Services estimates and to commence, as is our usual procedure, we will have an opening statement from the minister.

Hon. Mr. Norton: Thank you very much, Mr. Chairman and members of the committee. I don't have a finalized copy yet but will give you one as delivered as soon as we can have them prepared. We were making changes as recently as this afternoon.

Once again, I am pleased to be able to present to you and the members of the committee the 1979-80 estimate of spending for the ministry. It has been about a year since I last appeared before the committee and during this time there have been what I think are many positive developments within the ministry which I would like to review for the members.

Before I do, however, I would like to speak about the general thrust of the government's concern to provide secure and efficient service to those in Ontario who require special help. I shall review with the committee three aspects of the government's overall responsibility to our citizens. Taken together I believe they demonstrate initiatives and decisions which will enable us to fulfill in a responsible way our primary objectives, the provision of service to individuals and families who need our help and a realistic understanding of the resources upon which those services depend.

The first aspect of our current situation to which I want to speak is very much in the public consciousness during the past year; the present economic climate and the prospects for future economic growth. During the 1960s and the early part of this decade the province participated in a period of rapid economic growth and development. As a government we were able to take advantage of this period to establish many new, inno-

vative and sometimes very costly programs for the benefit of the people of this province.

During the latter part of the 1970s however, the economy began to perform less efficiently and with it came a reduced ability on the part of the government to continue its rapid rate of expansion. As this slower economic growth continues into the 1980s, our ability to expand and institute new programs will necessarily be tempered by the very real need for fiscal and monetary accountability. It is more and more incumbent upon us to plan and to priorize our programs, not only in terms of social need but also in terms of our fiscal responsibilities.

This is, of course, a demanding and continuing challenge. We cannot be satisfied with merely extending last year's priorities, we cannot be content with protecting essentials, nor can we index all of our costs and ride along with inflation. We must pursue greater innovation and creativity in meeting social needs while always bearing in mind the overriding principle of accountability.

We must keep in mind that it is not only our duty to provide for people now, but we have to plan today for the provision of services in the future. Part of this plan must be to ensure adequate fiscal resources are available to provide for future generations.

Even though the allocations which we as a ministry have been able to obtain this year are generous ones comparatively speaking, the government has been criticized for endorsing an economic development policy favouring large and stimulative grants to promote economic competition and health and employment. Some of these criticisms may have been merely partisan ones, but some I know reflect a deeply-felt worry that the substantial commitment to social resources which has been evident in Ontario for many years is being abandoned.

I want to assure you that simply is not the case. Without belabouring the point in any way, I want to make clear to you my personal conviction and that of the government. We remain dedicated to the proposition that humane, sensitive care for those whom we serve is a critical characteristic of our life as a people. We must reorder our priorities and examine new approaches to old problems and

make the best possible use of the resources

that are presently available.

The second aspect of our current situation which I want to point to is the subject of federal-provincial relations in the social security field. I do so as a reminder of the extent to which our fiscal capabilities and planning capabilities as a province can be affected by our relations with the federal government. The terms and the restrictions of federal cost-sharing requirements can dictate provincial program design and may adversely affect the operation of provincial programs. The case in point has been the lack of adequate work incentives in social assistance programs in the past. For instance, the guidelines under the Canada Assistance Plan do not permit cost sharing of Ontario's new work incentives program, Although I will be discussing this in more detail later. I am mentioning it now as an illustration of the difficulties we experience when we attempt to make changes in our programs, no matter how worthwhile they may be.

The provinces cannot bring about the necessary changes by themselves. Income security is a responsibility shared with the federal government. Social services, although purely a provincial responsibility, are clearly affected by federal cost sharing. Under these circumstances co-operative and positive action by the federal government is necessary to

bring about the required changes.

A third consideration which I would like to point out to the committee in a preliminary way relates directly to specific service initiatives we have undertaken in the past year. The committee will recall from our previous estimates discussions that in our efforts to provide services to people my ministry has committed itself to employ the network of traditional helping resources in our communities. We believe those local resources are in a great many instances the most effective means of serving families and individuals in need. Our objectives and service initiatives emphasize services which permit families to regain a measure of self reliance, promote community living alternatives as opposed to institutionalization, stress rehabilitaton rather than simple maintenance, and give priority to preventive programs rather than remedial ones.

The basic thrust of our planning encourages the development of services which enable individuals and families to help themselves. I believe that many of these specific initiatives, which I shall describe this afternoon, can be seen to reflect that fundamental objective. It's in this context that I am pleased to present my 1979-1980 estimates.

Our expenditure estimates for this year amount to just under \$1.32 billion, an increase of 7.6 per cent over last year's estimates. Within this \$1.3 billion figure, estimated spending for the adult services division is about \$972 million, with \$328 million being allocated to children's services. An additional \$19 million is allocated for ministry administration, which I suggest is a very modest amount for central administrative costs, if you do some simple calculation.

I would like to take a moment now to bring you up to date on the progress of the

ministry's reorganization.

As I indicated in the past, the massive growth in the ministry over the last four years, combined with our desire to increase responsibility and decision-making at the local level, manifested itself into a need to create the regional structure for delivery of direct ministry services. This is the first year that we will not be presenting separate estimates for the developmental resources division.

As you may be aware, the delivery of services to the mentally handicapped is now the responsibility of the adult and children's services division under the reorganized structure of the ministry. This change is another step forward in our policy of facilitating integration of the mentally handicapped into the mainstream of community life and into the use of generic services.

Having created two delivery divisions, one for children's services and one for adults, we have undertaken the establishment of a head office structure located in Toronto which will have the task of developing the policy goals and the priorities necessary to effect the overall operation of the ministry programs.

The second component to the reorganization is the regional structure composed of region, area and local offices for each of the two divisions. The four regional and the 12 area offices officially opened April 23 across

the province.

As a result of this new structure, the responsibility for the management and delivery of ministry programs will be that of the regional and area offices. The regional function includes planning and co-ordination, budgeting, allocation of funds and the development of budgets reflecting regional needs and priorities.

The area offices generally have the responsibility of administration and delivery of services and focus as the main point of contact for clients, municipalities, funded agen-

cies and voluntary associations.

As this phase of the reorganization continues, I am confident that our overall goal of better services to the public will be

realized. The new regional structure will result not only in shorter waiting times for applicants and quicker responses to requests, but will also allow the ministry a better understanding and a greater sensitivity to local needs.

I would now like to address my remarks to the adult services division of the ministry, report some of the important developments over the last year, and share with you the plans we have for the upcoming year.

Most recently we have introduced an important new initiative to assist social assistance recipients who wish to become self-supporting. Because we continue to believe that we are going in the correct direction in this important area. I announced in September the establishment of a program of work incentives. We were aware there were many recipients who wanted to become independent. Unfortunately these people often experience difficulties in doing so, especially if they were disabled or had family responsibilities. When they did find full-time employment, they often faced the triple barriers of low wages, few fringe benefits and jobs that were less secure than welfare. As a result they became discouraged and chose to remain on assistance often out of necessity.

### [4:00]

To resolve this dilemma and following discussions with organizations representing family benefits recipients, single parents and the disabled, we announced in September a work incentive program to assist family benefits recipients to return to or enter into fulltime employment as well as increased benefits for part-time. The program includes a new cash benefit of \$95 to \$185 a month, depending on family size and any disability, for a period of up to two years. It also provides the regular fringe benefits such as health insurance, prescription drugs, basic dental care and eyeglasses, which are normally provided to family benefits recipients. The cash benefit will be reduced by 50 cents on each dollar earned above \$7,000 a year until it stops at earnings of from \$9,276 to \$11,436.

For more than a year I have been attempting to get the Department of National Health and Welfare to agree to share the cost of this program. All of the other provinces have accepted the principles and have supported our request to Ottawa. This is an area, however, where negotiations with the federal government have not been successful to date, although I think it is worthy of noting that the former Minister of

National Health and Welfare who communicated to us a negative response in February of this year has subsequently, since we have gone ahead with the program, issued a press release supporting the program and encouraging the new Minister of National Health and Welfare to cost share with the province of Ontario. I regard that as a significant breakthrough. Of course we hope that the federal government will be able to find a way to help support these initiatives in the near future.

A substantial minority of family benefits— Mr. Kerrio: You realize that we are being kind, don't you?

Hon. Mr. Norton: Yes, I realize that you are very kind.

A substantial minority of family benefits mothers would find it easier to take advantage of these incentives if they could be guaranteed secure access to day care. That is not possible, although one of the purposes of the incentive allowance is to defray a portion of child-care expenses. The response from recipients so far indicates that a large number of them have been able to make private day-care arrangements.

In addition, the majority of family benefits mothers—in fact some 58 per cent of family benefits mothers—would not have the same requirements for day care if they did return to work, since their youngest child would already be in school full-time.

In a number of ways we have also increased the amount of financial support available to those who remain on social assistance. With respect to social assistance allowances, we were able to effect a six per cent increase in the basic rates this year for recipients of both family benefits and general welfare assistance. I recognize that this increase did not fully reflect the increase in inflation since the last increase, although as I indicated before, when one considers the rates over a longer period of time going back for 10 years or so, levels have more than kept pace with the consumer price index over that period.

The January 1979 rate increase represents an estimated \$33 million increase in ministry expenditures. I am also pleased to point out that the province is passing on the value of the federal child tax credit to social assistance recipients. Generally that is being done—I think it is being done uniformly—at the municipal level as well, although there is some difficulty in the interpretation on the part of some municipalities at its inception.

This credit would normally have been treated as income to the recipient and would have reduced ministry expenditures accordingly. This passing on of the child tax credit has had the effect of significantly increasing the incomes of social assistance recipients with children. For example, when the increase in social assistance rates is combined with the new child tax credit, a mother with three children would have received an increase in income of 13 per cent as opposed to the six per cent this year.

In June of this year we expanded the eligibility criteria under family benefits to allow separated and sole-support mothers who were supported previously by general welfare assistance to become eligible for the family benefits program. Until now, this category of sole-support mothers was eligible only to receive assistance under the municipally run general welfare assistance.

This change meant an average increase of about eight per cent in allowances for separated mothers. For example, a mother with two children aged 10 to 15 years was entitled to \$396 a month under general welfare assistance and \$431 a month under family benefits. This provincial commitment to separated mothers will cost about \$4.2 million a year. Ontario municipalities will save about \$1 million as a result of the change.

This change in family benefits conforms with the terms of the new Family Law Reform Act which no longer differentiates among different types of marriage breakdown. The back-to-school allowance has also been increased in order to help provide for the additional costs of providing for clothes and school essentials for children beginning in the new school term. We've also removed the ceiling on the extra allowance for special diets.

With respect to the handicapped children's allowance, we've made a number of recent changes to the program, resulting in significant improvements. There is no longer an asset test. Income levels have been set generously so that when expenditures warrant, depending on the degree of the disability, a family of four earning \$20,000 a year can still receive the full allowance, while partial benefits are paid to families earning up to \$27,000 a year. In addition, the use of a self-selection brochure will provide for an easier eligibility determination process.

We've also incorporated the program within the regulations of the Family Benefits Act, which will result in a faster turnaround time for applications. Decisions can now be made by the director of income maintenance. Previously, decisions had to be made by the cabinet under orders in council, which tended

to delay the process. Federal cost-sharing under the Canada Assistance Plan has not been granted for that program either.

Another area in which considerable improvement has been made is in the treatment of roomer and boarder income under family benefits. Under the old system, a recipient who wished to earn extra money by taking roomers or boarders was faced with a complicated tax-back system, under which the allowance was reduced by either a minimum amount or a percentage of each dollar of income, whichever was the greater. This system was not equitable when compared with the more generous treatment of employment income. It did not offer a proper incentive to those recipients wishing to earn income by taking in boarders. Under the new system, a flat-rate charge will be made for each roomer or boarder. This allows a recipient to retain 100 per cent of all moneys collected above the flat rate.

A significant technical development over the last year has been the development of a centralized general welfare assistance computer system in the ministry in conjunction with the municipalities. This system allows each municipality to have its own data and record processing system, using the central facilities of the Queen's Park computer. The system provides a reliable and uniform computer capability for each municipality in Ontario, while at the same time providing the province with a much improved record-keeping system, and it can ultimately lead to a more accurate and more rapid processing of transfer payments.

I mentioned earlier the need for the ministry to achieve a balance between fiscal accountability on the one hand and assistance to those in need on the other. A development which has epitomized this concept over the last year has been the introduction of a specific eligibility review program. This threefaceted program, at a cost to the ministry of \$1 million, actually saved in excess of \$4.5 million, while at the same time providing valuable assistance to many recipients of family benefits. One facet of the program, and one which represents the accountability side of the equation, is an eligibility review process which ensures that recipients are receiving high enough benefits and identifies those whose benefits are in excess of stipulated levels, as well as identifying some recipients who are no longer eligible for an allowance.

The second facet of the project is designed to help the increased number of parentalsupport workers who assist in the location of deserting spouses and offer encouragement to them to uphold their family responsibilities. This helps in ensuring that proper support payments are forthcoming to the deserted spouse and also helps to save some expendi-

tures for the taxpayer.

The third facet of the program, and the one which represents the social-need portion of the equation, is the provision and funding of special projects to assist sole-support mothers. These projects help these mothers to make full use of their skills to participate more actively in community life and to offer concrete assistance to those who wish to return to the labour force and become independent of the public assistance system.

Before moving on I would like to take the opportunity to clear up what I believe has been a misunderstanding concerning arrears and maintenance assignments made to this ministry. The latest available figures indicate that the total value of court-ordered arrears is just under \$33 million. This figure, however, represents the total amount of arrears from all court-ordered maintenance and not the amount owed to this ministry.

In actual fact, the amount owed to the ministry is significantly less than half of that figure. In addition, it should be noted that this figure is the cumulative value of all arrears; that is, arrears that have accumulated over many years, not just this past fiscal year.

Much of this money is not recoverable and we know that. For that which appears recoverable, we make every effort to obtain payment. During the fiscal year 1978-79, for example, there were about 11,000 cases where maintenance had been assigned to either my ministry or to municipal social service departments. This number represents approximately one third of all the court orders in question.

During 1978-79, parental-support workers made 5,615 interventions in relation to some 4,327 cases, Of these 5,615 interventions 36 per cent, or 2,021, were initiated in collaboration with the courts' automatic enforcement system. And 54 per cent, or 3,032, were initiated exclusively by our staff. The remaining 10 per cent were initiated by the client directly, or by some other agent. Out of the 5,615 interventions, we were unable to proceed in 21 per cent of the cases for a number of reasons, such as illness, or unemployment, or an inability to locate the defaulting spouse.

The total cumulative value of arrears in respect of those 5,615 cases was \$10.7 million—and I stress here again that these arrears have accumulated over a number of years. Of the \$10.7 million 42 per cent, or \$4.5 million, was deemed to be not recoverable. Twenty-

five per cent, or \$2.7 million, was deemed to be recoverable following enforcement action. And for 33 per cent, or \$3.5 million, judgement on recovery action had not been finalized.

Given these facts, I think it is evident that my ministry has been doing its share in attempting to bring the situation under control.

Another area of financial accountability which I would like to address is that of overpayments made to recipients of family benefits and the current situation regarding our system of recovery. In August 1979 overpayments made to recipients had a cumulative total of about \$11 million, of which just under half has now been recovered. There are currently about 22,000 recipients of family benefits in an overpayment situation.

Overpayment can occur for a number of reasons, but perhaps five of the most basic ones are these: in some instances, wilful non-disclosure by a client; failure of a client to notify us of changes in status, in many instances not wilful, or an error or oversight on their part; in some instances, delays upon the part of a client in notifying us until some time after the change has actually taken place; delays in taking action by the ministry; and in some instances administrative errors on our part.

If the overpayment is the result of an administrative error on the part of the ministry, the client is not charged with an overpayment. We do, however, continually remind clients to notify us of changes. If they delay or fail to notify us, we have no alternative but to recover the overpayment. If an overpayment is to be recovered, we are as flexible as possible. Usually we charge about five per cent of the allowance, but we'll charge as little as \$5 per month if hardship exists.

[4:15]

This topic—overpayments of provincial assistance—underlines in my own mind one of the chief benefits we expect to see from a ministry. The living situations of many of our clients do change, sometimes rapidly, just as those of the general population do.

Our conclusion is that a very centralized system of administration which we have used in the past is not consistently sensitive to the information flow which is necessary to an efficient service. That view is supported by our records which show the largest numbers of overpayment cases result from the absence of up-to-date case information, whether because of our error or that of the client, It's my belief therefore that many of the causes of overpayments will be greatly reduced under the new decentralized system for de-

livery of income maintenance. Not only will clients have a closer and more intimate tie to the delivery of our services, but field workers will be able to effect quicker changes to a client's status.

This fall we are completing a major set of family benefit policy guidelines which will be in use across the province. The guidelines will ensure a uniform delivery system can be put in place. It's our intention to make these guidelines available to the public so that everyone, including clients and advocates, will have available to them the working guidelines for family benefits. They will be available in both English and French editions.

We're also preparing an updated family benefits handbook which will be made available to all clients and which will detail the various rights and benefits of recipients. It's hoped that through this system of decentralization and better client information the ministry can ensure its accountability to its clients and provide the effective and prompt recording necessary to remedy current overpayment situations,

In terms of our plans for the coming year in the income security area, a number of initiatives are being undertaken. I am, for example, undertaking a review of the medical advisory board which reviews the medical condition of disabled and permanently unemployable applicants. I think there's probably not a single area in any of our legislation which causes our clients and our ministry and the members of the Legislature more difficulty in interpretation than that area.

The recent decentralization of the delivery of social assistance however makes it necessary to ensure the board is set up in a way that will make it concomitant with the new structure. As a result of this review I hope to ensure an optimum capacity to make prompt and uniform decisions regarding family benefits assistance for handicapped persons within our new decentralized system.

Mr. McClellan: That will make it concomitant.

Hon. Mr. Norton: It will? Good.

Mr. McClellan: Whatever that means.

Hon. Mr. Norton: In the technical area we are planning to introduce a comprehensive new computer program to replace the current one in use in family benefits. The new system, to be fully operational by the end of 1981, will result in a greatly improved case load management. It will be one of the cornerstones of the new decentralized system, giving us the ability to serve our clients

in a much more prompt and responsible manner.

Mr. McClellan: Did you say a new computer system?

Hon. Mr. Norton: A new system, yes.

Mr. McClellan: You just put in the old system.

Hon. Mr. Norton: In family benefits assistance, you mean?

Mr. McClellan: Am I wrong?

Hon. Mr. Norton: You're thinking of the general welfare assistance system. They are

separate.

Before moving to other areas, I'd like to turn to a subject that has been on my mind since I first came into this ministry and that is some of the welfare myths that exist. I don't want to dwell on it at length, but I want to touch upon some of those misconceptions about welfare programs and recipients which continually seem to crop up in public discussions.

Mr. McClellan. Too bad Gordon Walker isn't here.

Hon. Mr. Norton: He hasn't had a chance to proofread my remarks this afternoon.

The first of these I'd like to address is one which has received considerable attention of late and that is that welfare recipients are basically freeloaders who would rather live off the public purse—these are not the words I would choose to use myself—rather than work.

On the basis of my experience in this field this statement is one with which I would particularly disagree. Present evidence indicates that about 12 per cent of recipients are receiving social assistance while being employable but unable to find work. The remainder of the cases are made up of persons such as the physically and mentally handicapped; persons in ill health; sole-support mothers looking after dependent children; and the elderly.

I would point out that 12 per cent are overwhelmingly—in fact almost entirely—within the general welfare assistance program. As I have indicated in response to questions in the House, the length of time in which they are in receipt of benefits is really for a very short period on the average. It fluctuates depending upon the availability of employment during various times of the year between, perhaps, one and a half months and as long as three months on an average. But generally speaking, the perception of long-term recipients bleeding the system is simply not an accurate one.

A recommendation which seems to have come out of the misconception of welfare recipients being freeloaders is the idea that recipients should have to work for their welfare.

Mr. McClellan: Gordon Walker, He's everywhere.

Hon. Mr. Norton: There seems to be much confusion concerning both government policy and the legal treatment of employable social-assistance recipients under existing welfare legislation.

In the first place, the ministry is committed to the concept that recipients who are able to work should work. This commitment is reflected in the legislation in this province. The regulations under general welfare assistance require, for example, that any recipient who is employable must be actively searching for employment for which he or she is physically capable.

Suggestions which would require recipients to work for welfare would greatly inhibit their ability to seek and to find employment that would allow them to become self-sufficient. In short, my fear is that "workfare" would become an institutionalized form of welfare rather than an encouragement for recipients to find employment. It would certainly not lead, in those cases where work training or skills is necessary, to providing any of that necessary training to enable people to become more independent,

Jurisdictions which have tried work-for-welfare systems report significant increases in costs due to the degree of administration and supervision that's required in order to operate it. It also has been found there are substantial increases in the length of time that employable recipients are on welfare under that plan. This is a particularly important consideration in view of the fact that unemployed employables are, generally speaking, on welfare for a very short period of time.

Another welfare myth is the belief that people who get on to welfare rolls remain there for a long time. Recent statistics, however, have indicated that about 23 per cent of the general assistance caseload has been receiving benefits for less than one month and about 58 per cent for less than three months.

There are, of course, many other misconceptions concerning people who are in receipt of social assistance. I don't believe I have to go into any more of them at this time. The main point is that people have built up stereotyped misconceptions of the welfare system and the people it serves. I would hope that through time we would be able to dispel

these beliefs and present a more realistic picture which will result in a better understanding of the underlying purposes of a social assistance system.

Mr. McClellan: I hope you give this speech in cabinet some Wednesday.

Hon. Mr. Norton: I can assure you that all my colleagues in cabinet would echo the words I'm speaking.

Mr. McClellan: With one exception.

Mr. Cooke: Even the former minister?

Hon. Mr. Norton: I would now like to turn to the area of social services to adults, where we are continuing our efforts to assist the aged and handicapped to remain in their own communities.

With regard to transportation of the physically handicapped, steps are being taken to set up a permanent new program which will be funded through the Ministry of Transportation and Communications. This new program is based on the success of the five pilot projects in Sault Ste. Marie, Chatham, Peterborough, Ottawa and Toronto which were the joint responsibility of my ministry and the Ministry of Transportation and Communications.

In the very near future these pilot projects will be made into ongoing programs and applications will be taken from other municipalities for the funding of their current programs or in order to start new programs.

As these new programs will be entirely funded by Transportation and Communications the Ministry of Community and Social Services will no longer have financial involvement, although I believe you will still see that item in this year's estimates. It's simply there because the Ministry of Transportation and Communications had not at that point had their legislation amended so as to enable them to handle it. As soon as that is completed, if it's not already, we will be making that transfer from our budget into the Ministry of Transportation and Communications.

I am pleased that these projects have been made permanent and I feel that with the additional support of volunteers a new opportunity will be afforded for many disabled people to more fully participate in community life where this was previously prevented by high transportation costs.

Over the next year we will be putting substantially increased efforts into planning for seniors. Demographic projections indicate that Ontario's population of senior citizens will be increasing dramatically over the next decade and I firmly believe that it's now time to begin to plan for that change in earnest.

An important area of social service which assists both the elderly and the handicapped to remain in their own homes, in their own communities, is that broadly referred to as home-support services. Apparently the ministry is providing these services under a number of different acts. There are numerous programs with varying definitions of home-support services, different criteria for eligibility, different funding models and different user charges. This has contributed to a lack of co-ordination, to gaps in service and an uneven access to service across the province.

Many briefs and reports have been received by the ministry concerning this situation. It's our intention to develop a new policy for home support services and subsequently follow that with legislation. This will be done in consultation with all the appropriate groups in order to ensure that the service provided will meet the needs of our citizens.

The ministry has developed a strategy for developing this new policy through four separate but simultaneous initiatives: an internal review and an analysis of the current situation; a dialogue with communities conducted at the area level to obtain input on issues of common concern; a discussion with provincial and national organizations involved in service delivery; and a dialogue with other ministries regarding joint concerns.

The thrust of this consultation is to ensure that a co-ordinated local approach to local needs emerges and that this approach makes the best use of our limited resources. The process is expected to begin this fall.

Among the issues to be addressed in the dialogue with communities and the service providers are the following: the definition of home-support services; the legitimate extent of home-support services and options for service delivery; resources and standards; funding relationships; user charges; self-financing services: institutional outreach; and research and evaluation.

When input has been received from the sources I have mentioned, they will be analysed and used as the basis for developing a new policy and new legislation for home-support services. As an interim measure, it is our intention to make changes to the regulation on the Homemakers and Nurses Services Act to introduce a simple income test for eligibility and to expand the service to include heavy housekeeping.

Further, we will continue funding the 27 existing projects under the alternatives to institutional care. That will make some honourable members happy. We will also provide an

add:tional \$2 million for enrichments and new proposals for programs such as meals on wheels and home maintenance, personal care, daycare for the elderly, transportation and other services currently provided by many elderly persons' centres and other community agencies.

Continuing in this context, we will be increasing the funding of the volunteer program for seniors by over 150 per cent in the upcoming or in this year. This represents an increase from \$94,000 in 1978-79 to \$248,000 for 1979-80.

[4:30]

This program, with which I trust many of you are famil'ar, is one which helps senior citizens to help other senior citizens. It provides a \$60 a month expense allowance to older volunteers to allow them to carry out their work. The additional allocation we are proposing will allow this program to expand into larger communities where a need for this type of support has been demonstrated.

As an aside, I would just mention at this point it is interesting to observe of a number of other jurisdictions which have been going through similar efforts to our own in terms of trying to discover the most effective way to provide support services to the elderly, it has been perhaps one of the singularly most successful. There is no guarantee it will be here, but the involvement of healthy ambulatory elderly persons in working with other elderly persons has been successful. It is to be hoped this program will, in its expanded form, meet some of the need that exists. It obviously is not going to be the only one we rely upon.

Our intention is to provide for a continuum of care in the community, ranging all the way from limited services in the home to full institutional care. With regard to institutional care, we will be reviewing the type of care now provided to ensure it meets the needs of our senior citizens in the next decade. For some time the age of persons in homes for the aged has been increasing. Over the past 10 years, for example, the average age has increased from 75 to 85 years. This increase in the age of residents has required very significant changes in the form of care provided.

In order to respond to an older population and correspondingly to a more frail institutional population, the ministry presently is providing funding to 89 municipal and 91 charitable homes for the aged at a total estimated cost of \$117.2 million during this fiscal year. This program is providing approximately 28,000 beds or places of

residence for senior citizens in homes for the aged who are unable to remain on their own in the community.

There are times when other groups of persons, such as the physically handicapped, require some additional services to allow them to live in the community. Accordingly, the ministry has commissioned, as you are well aware, the demonstration programs in Toronto, Thunder Bay, Ottawa and Windsor where adult group homes, or in some cases adapted apartments, are being converted into independent living environments for the physically handicapped. During this fiscal year the ministry will expand those projects by approximately 52 units on the basis of proposals from non-profit corporations in the communities with populations over 100.000.

I would point out the first of those is now under way here in Metropolitan Toronto following an anxious three-week period during which the municipality decided, after lengthy discussions, to dig in its heels on certain broader issues of cost sharing. I am hoping in the next few months those concerns will be resolved and the municipality will recognize we have a responsibility to provide services to the handicapped on the same basis we provide them to other people in the community.

Although the legislative mechanism for funding the projects is still being developed, the major thrust of these projects will be to provide normal living environments where handicapped persons will be able to participate as fully as possible in the everyday life of their communities.

I noticed a quizzical look when I said the legislative base was being developed. In the interim, we will be utilizing the authority under the ministry act to get the programs going.

Mr. McClellan: We have legislation.

Hon. Mr. Norton: We have legislation in the interim, using the ministry act, and we will have legislation for the longer-term program.

Mr. McClellan: One hundred per cent, I hope.

Hon. Mr. Norton: One hundred per cent legislation or 100 per cent funding? If you are talking about funding, then I think we may have a lengthy discussion. Maybe that is something we can raise later on in the estimates.

Mr. McClellan: Indeed we will. You can count on it.

Hon. Mr. Norton: It is one of the most effective ways I know for municipalities, or a

municipality in particular, to limit the growth of our capacity to meet the need if they want to continue to take that position. There is not going to be a miraculous increase in the amount of money available on a year-to-year basis to suddenly shift the cost-sharing arrangements that are in place in this province. For every program for which we may end up having to pay 100 per cent it's going to result in a related reduction in the service level that could have been achieved.

Another program which helps to assist individuals is vocational rehabilitation services, the program which provided 12,966 persons with one or more services last year. The main thrust of the program is to provide vocational training to handicapped individuals to allow them to obtain full-time employment.

I want to add here that of those individuals who completed the vocational rehabilitation process within the past year, 13,053 were placed in competitive employment situations and another 714 were assisted in other types of employment. These figures represent an overall increase of 284 more persons with successful outcomes over the previous year.

As you may also be aware, the ministry provides funding to assist in the operation of a large number of sheltered workshops across the province. These workshops provide employment for many handicapped adults. It's hoped however that most handicapped persons who are able to work will find employment in the private sector with workshop employment being used only by those handicapped persons unable to work at jobs outside that environment.

The recent survey conducted by my ministry on the effects of the workshop program has however pointed up an apparent lack of movement of physically and developmentally handicapped persons into the competitive labour market. This may lead to an increased demand for expansion of community workshop facilities and the resultant waste of manpower potential, as well as prevent individuals from fully participating in community life.

I have therefore asked my staff to undertake a review of our employment programs to determine the feasibility of involving the private sector in the placement of handicapped persons in the competitive labour market. I also think it's fair to say that when I had an opportunity earlier this year to speak to the Ontario Chamber of Commerce at their annual convention I dwelt upon this subject. I presented them with a challenge,

The subject I was asked to speak on was how to control spending in social services, I

suggested one of the most effective ways I knew of was for people in the private sector to open up their places of employment for various reasons. If the community responds, then the government need not be as heavily involved in its income support and other kinds of programs.

I must say that did seem to hit a harmonious chord. So I'm looking forward to follow-up meetings with representatives of the chamber of commerce to see if we can't provide them with some assistance in developing a communications program, or whatever approach they make take with their member-ship, to develop a more open approach to the involvement of the handicapped persons in places of employment in this province.

I would like to discuss now the many positive developments in programs for the mentally retarded, particularly and initially mentally retarded adults. It's been our objective for some time to provide whenever possible the opportunity for mentally retarded adults to move out of institutions and into accommodation in the community. Over the last year, new community accommodation programs were opened in every district of the province. A total of 757 new community accommodation places for children and adults were made available for the developmentally handicapped. As well, a total of 13 new employment programs were opened in the province, providing 387 places for the developmentally handicapped and handicapped adults.

In addition, a total of 364 retarded adults were added to the adult protective service workers' caseloads in the past year. With respect to facility programs, in our provincially-operated facilities we've been able to establish eight new programs providing specialized services with a capacity to serve persons with sensory or multiple handicaps. It is our hope that by the end of this year that figure will be 10. Six special units for blind and deaf residents have been established. These will be highly-specialized units to provide a comprehensive program to take account of the extraordinary needs of blind and deaf residents.

I might also mention that we have opened the first of the units for the emotionally disturbed retarded in our centre in Brockville. It is anticipated that by early in the new year, in January we hope, a second of those will be opened with the co-operation of the Ministry of Health.

Concomitant with the goal of providing community accommodation wherever possible, the population of ministry-operated schedule-one facilities was reduced by 315, leaving a total of 5,709 persons still resident in schedule-one facilities. Unfortunately, it is not possible to provide community living for all mentally retarded persons. For this reason we are continuing our efforts to provide the best possible service and protection to those remaining in our care in our facilities.

Because of the concern about the care and protection of retarded people in facilities, I would like to outline briefly the environmental improvement program we are developing to ensure this care. This program, which I announced in March, is designed to improve living and working conditions of residents and staff respectively. It incorporates within it a review by all levels of staff of the recently revised guidelines for the investigation of alleged abuse, which have been in effect for the past year. While the program will maintain our overall objective of providing programs, activities and care to retarded people, it will at the same time seek to create an environment in which employees have greater satisfaction in what they do, as well as creating an environment in which both residents and staff can examine opportunities for improving the procedures that affect their lives.

The initial implementation of the program in the Huronia regional centre in Orillia and the Oxford regional centre in Woodstock will serve as the basis for similar efforts in our other facilities. An independent consultant has been retained and will play a major role in the full implementation and evaluation of this program.

Before outlining our plans for 1979-80, I would like to mention the important contributions and the co-operation which the ministry continues to receive from mental retardation working groups throughout the province. I am committed to our support of these groups and to the principle of encouraging a high degree of community involvement in the planning, development, delivery and monitoring of social services. Community representatives and officials of my ministry recently met together and succeeded in clarifying our working relationship and identifying jointly a number of policy and organizational objectives for the coming year. It is my intention to promote the continuation of this close communication with community representatives, both with respect to accommodating our present organizational changes and in order to ensure that the needs of particular communities are taken into account in the provision of services.

I believe also that our new regional structure will be particularly effective in the area of mental retardation. Not only will district working groups be able to have closer ties with the ministry, but the many public and private groups concerned with the problems of the mentally handicapped will benefit from an increased ministry presence within the community. This ought to allow for an improved ability to interact with our own officials in this important area.

In addition, for this fiscal year our community programs will be expanded. We plan to establish additional living units for 250 adults. I might add that this year in children's services as well 38 new special projects will ensure that core programs of infant stimulation, behaviour and home management, parent relief and family services exist in every area of the province.

#### [4:45]

More adult protective service workers will be added, permitting a caseload expansion of 360. This will mean that after taking into account a small number of cases being transferred from ministry personnel to the protective service workers, there will be a capacity for over 3,500 clients under this program.

Furthermore, an expansion of the workshop and adult life skills program will result in the creation of 372 new places.

With respect to facility programs, we hope to provide new community-living alternatives for 250 schedule-one residents, enabling us to reduce the facilities by that amount. We also intend to establish and maintain individual plans and training plans for all schedule-one facility residents.

In addition, we will be working to increase the interaction between facility- and community-based programs. We hope to take initiatives in the area of foster care for adults. I believe the primary role for this care is in the area of the mentally retarded. I envision the program having many similarities to our group-home program and hopefully providing for additional care which can help us to bring community living to more and more of the mentally handicapped in our facilities.

Before moving on to a discussion of the children's services division I would like to touch on an area of particular public interest at the present time—that of privacy and the right to information. As you may recall, in March 1977 the Premier (Mr. Davis) appointed a commission on freedom of information and individual privacy. That commission was established to study and report to the Attorney General on ways and means to improve the public information policies and rele-

vant legislation and procedures of the government.

It was my belief at that time that a concerted effort would be made to review and establish new policies as regards freedom of information and individual privacy, especially by my ministry, because of the particular nature of its involvement with people. As a result, I appointed an internal ministry committee on confidentiality and freedom of information with goals to ensure that the right of every individual to privacy should be recognized and protected to the greatest extent possible consistent with the public interest and that individuals should have access to personally identifiable information about themselves.

Based on these goals, the ministry has developed a clear policy on confidentiality and release of information in all areas for which the ministry has responsibility. The children's services division, for example, will be releasing a report on confidentiality and disclosure of information which sets forth a number of proposed guidelines and policies and rules in relation to the ways in which information is collected and passed on by agencies involved with children. It is our hope this report will produce extensive discussion on the issue. We hope that ultimately it will produce much better practices and procedures to ensure the confidentiality of families and children is preserved and necessary information is also made available to ensure that the best possible program plans can be made for children.

This brings us to the children's services division, a division which I reported on to you for the first time last year. Before getting into the specific of the division, however, I would like to make some comments on the International Year of the Child. This international occasion has provided the ministry with an opportunity to participate in a meaningful way and focus attention on the many important issues facing children in our increasingly complex society.

In this respect, we have undertaken a substantial public awareness campaign for the prevention of mental retardation, with the emphasis on good prenatal care. There has been an overwhelming response to that campaign. I must say not all of it is non-controversial, but overwhelmingly it was very positive.

In addition, I sent a letter in January to some 25,000 individuals and agencies across the provinces encouraging them to join the government of this province in celebrating the International Year of the Child. There has been a very substantial positive response. I have received letters from individuals and

groups from all over the province, sharing their many excellent plans to involve themselves and children in activities during the course of this year. I might add that the individuals and groups I have heard from have not requested government money to sponsor their activities.

With respect to the children's services division itself, I might say it has experienced a second year of both consolidation and development of the programs, plans and the initiatives envisioned at the inception of the division. It has been a year of continued efforts towards the goal of improved services to children. These efforts to improve the system of care of children whilst continuing to provide ongoing daily services and support to thousands of service providers has not been an easy task. It is an exercise which has had the considerable dedication and co-operation of those throughout the province-wide childcare network.

I do feel that the ministry has made considerable progress towards the goals articulated at the inception of the children's services division: reorganization and rationalization of the provincially adminstered structure of services to children and of decentralization and responsibility for co-ordination of services to the local or community level.

Major efforts have been made in the areas, of legislative reform, program administration and policy and standards development. As well, I believe the children's services division has the ability to sustain the environment of open consultation, and this collaboration with the child-care community at large has proven most valuable to all who have been involved.

In the area of legislative reform, in the past year the ministry has brought before the House major revisions to seven acts dealing with children's services. Following an intensive period of public consultation, the seven bills were brought before the House in June 1978, and in June 1979 they were proclaimed into law after very careful scrutiny in the House and with the very helpful counsel of this committee over a lengthy period last fall.

I should report to you that a great deal of the work has been completed by the ministry in preparing the required regulations, forms and rules. In addition, much effort has been spent to orient service providers in the public at large to the new provisions contained in the acts. For example, to assist children's aid societies in preparing to implement the new legislation, a series of 52 training seminars has been held for societies across the province, dealing with changes in law in the areas of protection and care of children, child abuse and adoption.

As well, in co-operation with the Ministry of the Attorney General and the office of the official guardian, assistance has been given to the development of training programs for lawyers who will be involved in the legal representation of children. In addition, we have assisted the office of the chief judge of the family court division in the preparation of a training program for family court judges relating to the new children's legislation.

Ministry staff have also been given special training in the new legislation, with particular programs geared to those in the child welfare area and in the juvenile corrections and observation and detention home programs, our two directly run programs. Guidelines for staff in children's mental health centres, children's charitable institutions, children's boarding homes and day nurseries have also been distributed.

Finally, work has been completed to prepare totally new court forms, a new set of rules of procedure for child welfare cases and new regulations under each of the new acts. We have also been implementing many of the administrative procedures required by the new laws, including the procedure to review the progress of crown wards, the licensing of persons and agencies engaging in private adoptions, the establishment of the new child-abuse register, implementation of the subsidized adoption program and the establishment of a committee to monitor the effect of the new Child Welfare Act.

Although we have barely completed one phase of legislative reform, we are already looking ahead to the next phase, the consolidation of all children's legislation into one statute, an omnibus bill.

Turning now to another important area of activity which was initiated last year, I would like to bring you up to date on the development of local children's services committees,

In August 1978, I announced the selection of four Ontario communities, chosen to pilot the first local children's services committees. This was the first stage in our long-term goal to create committees throughout the province which will be responsible for the planning, evaluation and funding of children's services in their respective areas.

The four areas chosen were the regional municipality of Niagara, the city of Windsor and the county of Essex, the regional municipality of York, and the combined counties of Prince Edward and Hastings. All four committees are now operational. Initially, the

committees are concerned with information gathering and the performance of a general advisory role with particular responsibility for co-ordinating the care of particularly hard to serve children. At present they are being evaluated to determine when they will move on to the second stage of their activities which involves the development of local priorities for program development and the review of budgets of all children's services in their area.

Ultimately, the committees will assume the final responsibility and authority for ensuring a full range of required services is available in the community. This will include responsibility for the evaluation of programs and the allocation of funds.

In addition, we have been establishing and supporting various bodies involved in voluntary co-ordination of services, with particular attention being given to northern Ontario. For the first time, this ministry is providing funds to a special committee established by the municipal liaison committee to review, examine, evaluate and comment on policies and standards development for children's services and to assist in the development of an appropriate formula for the sharing of costs of children's services between the province and the municipalities.

The children's services division has, in addition, assumed responsibility for services to developmentally handicapped children. A central policy unit has been established to priorize the tasks to be completed, and we will have developed a priority list for next year's work within the next month or so.

We are initially focusing upon the development of appropriate residential programs for developmentally handicapped children within the content of a new funding approach. To ensure the eventual integration of all ministry services to developmentally handicapped children, the children's services division is in the process of assuming program responsibility for services provided to children within the ministry-operated schedule one facilities and the community-boardoperated schedule two facilities. Initially, this will result in a review of all programs for children within these facilities and in an attempt to ensure the full range of services funded or operated by the ministry is made available to meet the individual needs of retarded children residing within a facility.

This will mean increased opportunities and alternatives will be available for these children as services will be planned and developed in the context of the special needs of all children served by the ministry. The ministry will also continue its policy of moving children to community-based accommodation wherever possible.

The integration of programs and services into the new children's services division underscores our commitment to the objectives we have shared with the Ontario Association for the Mentally Retarded and many other organizations interested in the care of these children. The ministry will continue efforts to foster and encourage the development of community services and community resources, the planned depopulation of large facilities and co-operative programs of public education and prevention.

During the coming year, program development activities for services to developmentally handicapped children in the community will focus on increasing the range and extent of accommodation alternatives which are available, as well as expanding the network of support services to families wishing to keep their children at home.

[5:00]

The ministry will continue to support the planning and co-ordination of activities of local working groups. This recognizes their vital role in the development of a rational, co-ordinated and increasingly comprehensive network of services for the developmentally handicapped in their communities.

I would like now to turn my attention to an area of public concern at the present time, child welfare, and one in which we have taken major initiatives during this past year. In this regard, members of the committee are well aware of the extensive legislative changes which became law this year.

Extensive resources have been made available to help with the implementation of the Garber report. These have included funds for major training programs now under way, assistance in such areas as after-hours service and legal representation to children's aid societies, for additional staff in children's aid societies to deal with high-risk cases and training for foster parents working with abused children.

Certain standards and guidelines for the management of child abuse cases have been prepared, consulted on and are now being finalized. Material has been prepared for professionals and for others relating to the new child abuse reporting law. Additional staff has been provided to children's aid societies to reduce the time spent by social workers in the processing of court documents and in the serving of materials for court, in the hope that that would free them for more time in direct service.

Operational reviews have been completed at a number of the societies across the province. These have been enormously helpful to both the ministry and the boards of directors in determining the strengths and the weaknesses of individual societies in the areas of high-priority development. The reviews will assist in ensuring accountability of the societies to the ministry and to the community and will help in developing ministry policies and practices that will assist children's aid societies in facilitating the development of child care services.

The current reviews are being conducted by teams consisting of ministry staff, children's aid society representatives, volunteers and professionals from outside. Societies selected for review in this year are Haldimand, Hastings, Kapuskasing, Leeds and Grenville, the Roman Catholic Children's Aid Society at Essex, Norfolk, Peel, Prince Edward, Sudbury and Timiskaming.

It is intended that the operations of all 50 children's aid societies will be reviewed in the course of the next five years as part of

the ministry's overall program.

A study on children's aid societies has been released for discussion now and it highlights a number of issues, such as the role of the board, the accountability of agencies to the community that it serves, the relationship between the agencies and the ministry, and the future viability of children's aid societies as separate organizations.

A task force on funding has been working very hard over the past year, and we think we are close to completion of a new approach to funding children's aid societies and children's services as a whole which will help to resolve the difficulties which the present fund-

ing approach has produced.

Before leaving the broad area of child welfare, I would like to discuss briefly our child abuse prevention. In fact, you should have already received that other book. Have you not got it yet?

Mr. McClellan: I can't keep track of those things.

Hon. Mr. Norton: My goodness; with the competent research staff like you have?

Mr. McClellan: We need more shelves.

Hon. Mr. Norton: We'll get your order in with Doug Wiseman or whoever, I guess.

The program established a few years ago is the program of child abuse prevention. It has been very active in the past year. The ministry, for the third consecutive year, proposes to increase the budget of the child abuse program. Project expenditures will increase this year to over \$1.7 million. This is

in addition to the \$2.4 million that has been allocated for the implementation of the recommendations of the Garber task force. Priority will continue to be given to projects related to prevention, training and improving the methods by which communities can combat child abuse.

During this past year more than 60 projects, reflecting a wide range of innovative efforts to help high-risk families, have been funded by the program in over 40 Ontario communities. A number of communities have received grants to meet specific short-term objectives related to child abuse; these include such projects as case management, staff training and the development of policy and procedure guidelines. In addition—

Mr. McClellan: Is Project TREAT on your list?

Hon. Mr. Norton: No. It was not one that was possible within our allocation this year. If we had known about it earlier, we might have been able to do something.

In addition, the grants are provided for the development of professional diagnostic and treatment teams. The interministerial committee on child abuse created this past year consists of senior-level representatives from ministeries in the justice and the social development fields. In consultation and cooperation with the committee, the child abuse program is developing a major educational effort to alert all professionals and officials to their responsibility, under the revised Child Welfare Act, to report at once suspicions of child abuse to their local children's aid societies.

More than 25 local seminars on child abuse, involving some 3,000 physicians, teachers, lawyers, police, nurses, social workers and clergy as well as volunteers, were funded in this past year bring to more than 60 the total number of such local seminars since the inception of the child abuse program in 1976.

I might mention at this point there have been other programs within the children's services division which have undergone operational reviews this year. As you may be aware, an operational review of children's and youth institutions was conducted by Mr. Peter Turner, a recognized authority in this area. This review produced several important findings and a number of recommendations. On the basis of this report, the ministry is proposing extensive reallocation of funds from the residential component into nonresidential services, the funds to come mainly from underutilized or empty beds within the system.

The implementation of the review will involve the upgrading of children's and youth institutions and their programs with a view to providing better services to children in the care of children's aid societies and in the correctional system. Work will be done to encourage referring agencies to make more use of children's and youth institutions.

We are also in the process of implementing a funding approach for this fiscal year for each children's and youths' institution which will endorse many of the operational review recommendations, including provisions for continued charitable funding.

I would like to leave the area of child abuse now and turn to the subject of day nurseries, where I am pleased to report sev-

eral developments.

This year regular day nurseries will be funded to provide for 355 new subsidized spaces to go along with the 80 new spaces from approved capital projects. During the course of this year, as well, additional funds were found within existing allocations for 275 added spaces which enabled such projects as the St. Lawrence day care program to go forward and enabled the ministry to fund

other appropriate projects.

Day nurseries for the mentally retarded children will be provided with funds as well to expand their existing number of spaces. A training and consultation program for several hundred staff in developmental and integrated programs has been completed. This training instructs staff in the testing of children, in the provision of individual programs, and plans for each handicapped child. It fosters in-home programming directed at using parents as the teachers of their own children. The in-home program for mentally handicapped children is now being implemented.

I would now like to report on the provision of services to children who are wards of our juvenile correctional system.

Mr. McClellan: Day nurseries didn't take very long.

Hon. Mr. Norton: I was anticipating we would spend a considerably longer period of time on that later.

Mr. McClellan: Could you just backtrack? I just wanted to ask if you could—

Hon. Mr. Norton: I'd like to report on the provision of services to those who are wards of—

Mr. McClellan: Could you just backtrack? I missed a figure you gave, 355 new subsidized spaces, 80 capital spaces—

Hon. Mr. Norton: And 275 in-

Mr. McClellan: What did that represent?

Hon. Mr. Norton: Those are the spaces
I announced in August or September—

Mr. McClellan: Oh, right. Okay.

Hon. Mr. Norton: —September, I guess, on the basis of money found within existing allocations.

As you may know, about a year ago I indicated my intention to move towards the deinstitutionalization of the children in the correctional system and towards the provision of alternative forms of care in the community. This meant we were reducing the number of institutions so that only those children who were chronically or habitually a danger to themselves or others were resident in a training school.

In pursuit of this policy, Kawartha Lakes School in Lindsay closed on July 31 of this year and Pine Ridge in Bowmanville will close on October 31, during this fiscal year. You are aware of the closures last year.

These decisions were made with due regard to the geographic distribution of schools across the province and will now liberate funds for the development of a more deinstitutionalized system for juvenile offenders. Classified staff from these schools are being

offered alternative employment.

Coincident with the closures, community replacements are being developed and put in place. As further closures take place, more alternatives will be developed in other parts of the province. I might say that, even with the present number of spaces in training schools, we still are running at a vacancy rate of almost 50 per cent. I think the fear some people have, that we are literally just turning children out into the streets, is not justified. We certainly have adequate space for the wards, for those who certainly require the security that a training school offers.

At the present time we are implementing community alternatives, particularly in Toronto, where over a time a number of children previously sent to training school will remain in the community. More than \$1 million has been set aside for specific program development in the Toronto area to ensure that enough spaces are available.

A number of projects were begun in this past year, in co-operation with the Solicitor General, to screen and to divert children coming into contact with the law. It is hoped that this will limit the numbers of young people brought before the court or into the correction system. In the coming year, we will be undertaking detailed reviews of Project DARE and Champlain Training School

to identify even broader uses for those resources within the children's services system.

I am pleased to tell you as well that a juvenile awareness program, which offers young offenders the opportunity to visit a long-term adult institution and to be given a chance to talk with inmates, has been initiated in co-operation with the federal penitentiary officers. We are sending selected groups of juveniles through this program, which will be very carefully monitored and evaluated to determine the process's usefulness to young offenders.

With respect to our observation and detention services, intensive program development has occurred over the past year. Observation and detention services are designed to provide short-term care for children who are before the courts and may be a danger to themselves or others, or who are not likely to appear in court when they are so ordered.

Prior to July 1977, the development of these had been primarily the result of local needs and the efforts of individual judges and community groups. The services which were transferred to our ministry in 1977 were a collection of independently operated holding facilities that ranged from foster home settings to large, locked institutions.

In addition, the access to detention services varied considerably across the whole province. One of our first tasks was a comprehensive operational review of all of the observation and detention services. Two reports were produced late in 1977 which documented wide variances within the system and outlined the need for the development of a comprehensive plan. The major recommendation of the reports was the development of a multi-level plan of detention distributed throughout the province.

[5:15]

A third report, A Plan for Observation and Detention Services for Children in Ontario, was released by the ministry in January of this year. It describes a model and distribution plan for the provision of observation and detention care, consistent with a goal of fair and judicious treatment of children before the courts. The detention service itself will have four levels varying in security, staffing and program. It will meet the differing needs of children through the continuum of lone supervision, open detention, semi-secure detention and secure detention.

Observation and detention services can play a large part in the assessment of a child, through observation of the child's behaviour, and reporting to the court, as well as by co-operating and liaising with local clinical services providing an assessment. Detention services are currently centralized in several major population centres in southern Ontario. A redistribution plan is well under way and will restructure detention services so that the ratio of services to children is consistent across the province. It will provide all four levels of detention in each region of the province; as well, it will reduce the number of security detention beds by introducing other levels of service. Seventeen new detention programs are being implemented, which have been jointly developed by my ministry and local community groups. These will be operated by community organizations and funded by the ministry.

In addition to the other developments I have mentioned, we have completed the implementation of new safety and security measures for observation and detention homes, and we have completed a comprehensive training program for all staff.

I would now like to move from my review of detention services, to outline for you two additional areas of program development, those of northern and francophone services.

As you may recall, a ministry task force on northern priorities was established in December 1977 to begin an assessment of services available to children and families in northern Ontario and, through consultation with each district, to determine gaps that existed in services.

Working groups were established in each of the nine northern geographic area districts. These comprised judges, directors of service agencies, directors of education, public health units, members of the mentally retarded working groups, municipal and community representatives, and ministry field staff. These groups completed their work and identified a number of short-term projects some of which have been completed and implemented, and some long-term projects which are now being put into place.

I would like to mention a project initiative to provide for a residential assessment in Sioux Lookout. This unit will provide assessment and diagnostic services to children from the remote northwest region of the province. Until recently, lack of resources for children in that area often resulted in their being transported hundreds of miles from home, for assessment of their needs.

Another program, this one geared to prevention, is located in Vermilion Bay near Dryden. This area has experienced a great deal of social disruption: suicide by youths has been a serious problem. The three-year demonstration program will provide the services of a community service worker, a recreationalist, to work with various social

agencies and help develop community groups for single parents, parent training workshops, and alcohol and drug abuse services.

In the area of francophone services, approximately \$715,000 was made available during the last year to improve the services available to francophone children and their families. From these funds, three immediate needs were identified and met by the ministry. These were the mental health home care program in Prescott and Russell, a service gap filled this year by the establishment of Centre des Services pour Enfants et Adolescents de Prescott et Russell, a children's mental health centre serving 50 families now; a foster home recruitment program in Ottawa-Carleton; and the hiring of a speech therapist in Prescott and Russell.

Funding of these programs left approximately \$450,000 unallocated. Proposals for the expenditure of the rest of these funds were requested from service agencies, and an advisory committee on services to francophone children was formed to assist in the review of these proposals. Through this process, 10 programs were approved. They range from preventive to residential in nature, and they are located variously in Ottawa-Carleton; Stormont, Dundas and Glengarry; and Prescott and Russell.

Some programs will be administered by voluntary agencies, while others will be administered by organizations already funded

by the ministry.

It is hoped that, through careful evaluation of these programs, the ministry will come to better understand which service strategies are most appropriate to meet the needs of franco-phone children.

We are in the midst of planning for further program development this year with the \$500,000 set aside for this purpose. This year, the bulk of the new dollars will be made available to the northeastern part of the

province.

Having described the significant work done in the program areas of children's services, I would like now to speak to you about the accomplishments in the fields of policy, planning, and standards development. It is, of course, through this work that we hope to chart the course of services to the children of the province in the coming years.

In these fields a number of activities have taken place, some of which are as follows:

Residential care standards and guidelines were released and subjected to very extensive consultation, and they are now being revised in the light of feedback received from the communities.

Extensive work has been going on in the area of prevention. A policy paper has been prepared for release, and a new prevention program has been established. In fact, the policy paper has now been released, I believe on Friday. Funds totalling \$1 million have been made available to special prevention programs and to assist agencies to move dollars and resources into prevention.

Work is proceeding on special foster care standards, and these will be released for discussion in the next very few months.

A special review has been done in the foster care area, and a discussion paper has been released to the public. This ties into the special program work we have been doing in the area of foster care. A co-ordinator of foster care services has been appointed; foster care rates have been increased; special training of foster parents is ongoing, and a great deal will be done over the next few months to establish new policies to encourage foster care programs, to enhance the image of foster care and to provide staffing for childen's aid societies to help them both recruit and support foster parents.

A listing of residential care resources was released, and has been updated once. Work is going on to inventory non-residential resources. We are also in the midst of establishing a tracking system which will enable us to identify hard to serve children, and will serve a number of other functions, including making agencies and staff immediately aware of where empty beds are within the system.

Work has been proceeding to develop new day-care standards for consultation. We are also working on a day-care policy paper for release in the next few months. A working paper on camping standards was completed and consulted on during the summer.

Work has been going on in the area of assessment. A special committee on family court clinical resources, chaired by Mr. Barry Lowes, and including a number of judges, directors of family court clinics, and division staff, has been meeting to assist the courts to obtain necessary assessment resources for each area of the province. An inventory of all assessment services has been prepared.

A great deal of work has been done in the area of funding. A rates review process has been established to help determine the rates which should be paid for residential care and to ensure that those rates which are paid are both fair and involve like payment for like services. Previously it was left to individual children's aid societies and probation officers to determine what ought to be paid for the program.

Extensive work is ongoing on the issue of how we should generally fund children's agencies, to ensure that an approach is achieved which gives agencies flexibility to move in the directions they and the division determine, while also ensuring that there is adequate control and accountability in relation to expenditure of dollars by agencies funded by government. We are hoping to announce, in the next short while, the approach which we plan to take to the funding of children's services as a whole.

We are nearing completion of policy papers which will outline the division's approach to secure care, secure treatment and locked isolation, which will outline our advocacy program and will discuss the community alternatives that are being developed by the division to ensure that as many children as possible are able to remain within the community.

We're putting together information packages for each children's aid society to enable them to develop program plans for the coming year. In addition, profiles of the resources of each county and district throughout the province are being prepared to enable the established local children's aid societies to know definitely what resources are available to them. These will be very important planning documents for them.

Special funds have been set aside in the provincial lottery for research into children's services. We are at present reviewing research proposals for the first part of those funds and will be announcing which projects will be funded in the next short time.

In the north we are working with some specific children's aid societies in order to establish on-reserve programs with the support of band councils for the delivery of child protection services to native children.

I would like, before concluding my remarks, to discuss briefly the up to 400 Indochinese teenagers, now in southeast Asian refugee camps, who will be brought to Ontario in the coming months.

These young people are between the ages of 12 and 17, and their parents are still in Vietnam or their whereabouts is unknown. The provincial and federal authorities are co-operating to ensure that these youngsters receive appropriate care and support when they arrive here. They will not be adopted but will be sponsored by families backed up by organizations or groups of private sponsors. The obvious reason for that is that the knowledge of whether their parents are living or not is not available; so adoption is not a likelihood.

Initially, each child will be looked after by a guardian who will have responsibility for him or her. The federal government is responsible for the immigration of the youngsters. The provincial government, through my ministry, is responsible for studying the homes of prospective sponsors and monitoring the placements after the placement has taken place.

The ministry will also help the teenagers and their new families cope with adjustment

and resettlement problems.

There are many other areas of service to children in which significant work is being done or is planned. However, I think this is enough to indicate that the children's services division has continued to further the mandate given, to make major substantial change in the area of children's services.

That concludes my introductory remarks concerning this year's estimates. I am sure we will have an opportunity, as the proceedings continue over the next few weeks, to discuss many of the items I have touched upon. Thank you very much.

[5:30]

Mr. Blundy: Mr. Chairman, I recall the remarks made at the opening of the estimates of the ministry last year. At that time I said it seemed to me there was more time, money and energy spent on task forces and studies and reports. I spent some little time discussing that in the estimates last year. After this lengthy statement by the minister, I can see that the same thing has been going on since that time.

The problem is that we need something more than the reports and studies in the communities now. I don't ever remember a time when the providers of services in the communities have put forth so many specific complaints of funding of the various services.

First of all, I would like to mention the services for adults, particularly for senior citizens. As the minister knows, the number of senior citizens in our population is increasing all the time. The services talked about for senior citizens are very extensive. There's no question about that. But what is actually happening in the communities does not appear to be as viable as one would expect.

It was interesting to note page 71 of the program and resources summary. I looked at that page and the first thing I said to myself was, it is nothing but a page of blanks. I think there were one or two statistics on that whole page. This is for the provision of residential care for senior citizens.

I know we are embarked on a program to provide alternatives to residential care in the community. But I think that that is a very significant picture of what is being provided. In other words, there really isn't any further residential care for senior citizens or homes for the aged being provided in the province,

practically none.

That brings us down to other alternatives for senior citizens. The prospects of a senior citizen now who has very little money, particularly a widow, are not very great. The minister has mentioned the economy now, the increase in inflation, the increase in unemployment and so forth. All of these things will make it more and more difficult for our senior citizens on very meagre incomes to survive.

I note that the money for the home support programs and counselling services is up a bit, by roughly \$4 million. I think this is a very good thing, because we must try to keep as many citizens in their homes as possible. But co-ordination of services for senior citizens to remain in their homes is not very good. Every community will tell you of problems encountered in trying to maintain senior citizens

in their own homes.

I believe this is one of our major problems in community and social services in the coming year. The minister did not, in his address today, pay a great deal of attention to programs in this area. I would like to urge the ministry to create programs that will actually provide other than residential care for senior citizens. This is not going to be possible without money being provided to do it, but there isn't very much in this budget that is going to do that.

I would like to speak next about the level of income maintenance for various people, in the family benefits and other areas. I don't know how these people are managing right now. People who are employed are having a difficult time to live with the increases in the cost of living and in energy costs and so forth. The increases that people on family benefits and other income maintenance programs have received over the past several years and what they are going to receive over this fiscal year are completely inadequate to keep these people on the level at which they existed a couple of years ago.

We know there are restraint programs under way. We know it is difficult to get money for specific programs like this, but I don't know how people on welfare and family benefits are living in today's society on the money that is being paid to them, when one considers the inflationary trends we have. Inflation is running at eight to nine per cent while the levels of income maintenance have risen in the area of 2.5 to 3.5 per cent. These people who were very badly off before, many of them through no fault of their own, are a great deal worse off today.

I really can't be too critical of the ministry in this regard, but I know these people are having a very difficult time and I certainly would like the minister to look at this particular thing as it represents the income of these people.

There is an expression about the road that is paved with good intentions and where it leads. Throughout the very interesting summary the minister made to us today, there were certainly a lot of good intentions laid before us, but those good intentions, policies and programs have to be backed up by actual funds. The minister has talked about a number of studies and reports that are being done, which I'm sure over the years will provide a good reorganization of various programs within the ministry. But we have to think about it right now and we have to see what we can do right now to help the various people in receipt of benefits from the various welfare programs.

I would like to touch also on another matter before I get into children's services. I have found in practice, as I think many people out in the communities are finding, that there is a serious lack of interministerial communication as it applies to the delivery of services in the communities. I can give you examples of several cases of lack of interministerial planning and communication, say between the Ministry of Health and the Ministry of Community and Social Services, which have severely affected recipients and people who are in need of help. Look at the example in July, of the surprise ousting of the adolescent unit at the Queen Street Mental Health Centre which led to disruption and cuts in special services for severely disturbed youth.

Legislative debates on the Lakeshore Hospital closing never suggested space needed at the Queen Street Mental Health Centre for Lakeshore patients would require the sudden move of the adolescent unit, first to Whitby Psychiatric Hospital and then to Thistletown Regional Centre. Only 26 days' notice was given to staff, patients and public alike, resulting in the resignation in disgust of director Bruce Campbell and forced layoffs of about 10 to 12 people.

The Queen Street Mental Health Centre program had a special purpose as the only lockup facility for suicidal and extremely disturbed kids. This sort of facility was recommended by a coroner's inquest in 1976, when a boy killed himself while a resident in an adult psychiatric hospital.

The unit also served the many agencies in Toronto that made referrals there. Why was this move made so suddenly with an obvious lack of planning as to where the program could be best re-established?

A proposal was made during this controversy that the Ministry of Community and Social Services would take over the program in October and revamp it as a service to be contracted out to a group home operation such as Youthdale. At what stage now are the arrangements for this revised adolescence program? If prior planning was involved in this decision, why did it become necessary to suddenly move the adolescent unit out of Queen Street Mental Health Centre in July?

Another instance of the interministerial or the lack of interministerial consultation in programming or planning was with the Ministry of Housing, Deinstitutionalized disabled in Toronto have trouble renting subsidized housing without first having guarantees form the Ministry of Health and ComSoc that wheelchairs and other prostheses would be forthcoming. After this problem reached ridiculous proportions, Metro social services staff made it public. Only then did ComSoc feel it necessary to establish a joint committee with Metro social services, in an effort to end the confusion.

I raise those two examples, Mr. Chairman, to pinpoint the dreadful interim period when there is all the indecision of what is going to happen and the people who are so closely affected really just don't know what is happening for them at all. Eventually, usually these things are worked out, but the time in between leaves a terrible period for those people to go through that sort of thing.

I would like to talk about children's services for a few minutes. The children's aid society problems of this year are the year's horror stories. There is hardly a community in Ontario in which the children's aid societies are not finding they have increased responsibilities and decreased funding. The minister will say there isn't decreased funding. Well, of course, if a group or an agency gets four or five or six per cent while it is working in a period of eight or nine per cent inflation, something has got to give; something is going to be left undone. I just call it by the name I think it deserves and that is lack of funding. [5:45]

The number of children's aid societies that are having reviews of their budgets and having problems must be well over half the children's aid societies in the province. And this at a time when I don't believe there ever has been a greater need for a viable children's aid society program in Ontario. We are in a period of very difficult inflation and high unemployment. We are in an era when family

breakdowns are taking place at a rate we have not witnessed before. I guess this is the way things are and we can't change that. But because of all these things in our society, the need for more funding for the local children's aid societies is greater than it ever has been before. The demands are greater than ever before.

We have heard throughout the province many children's aid societies talking about having to close down services or put off programs or not being able to continue payment of staff and so forth. It's not just in people's minds that these things are going to happen; they are on the brink of these things now and we have heard it all.

So I really would like to make a plea for greater consideration and greater funding of the children's aid societies in Ontario. I have discussed this situation with the group in my own area, the Sarnia-Lambton Children's Aid Society, as well as with representatives of other children's aid societies in the province, and they all seem to have the same complaint. I think we as people who are concerned with what is being done for the protection and custody and safety of children in Ontario had better look at that very closely, much more so than has been done.

There will be many more matters brought up in that regard as we proceed into the estimates.

About what the minister just said regarding day nurseries, I hope you noticed in the paper recently the article about the provision of day nursery spaces and day-care spaces in Quebec. The minister, I believe, made an announcement about an additional 15,000 or 16,000 spaces to be made available in that province over the next year. That sounds like a very industrious program. I certainly applauded that when I read it, and I would like to find out more about the program they are bringing in.

Then today the minister mentioned there were going to be 355 new subsidized spaces in Ontario; that compares with the 15,000 in Quebec.

Mr. R. F. Johnston: Were you underwhelmed?

Mr. Blundy: I was, yes. I wondered at the minister bringing up the figures.

Hon. Mr. Norton: I can explain to you what exactly is happening in Quebec. I don't think you will be as impressed when I have had a chance to explain it to you.

Mr. Blundy: Okay. I really wondered at the minister even bringing up his figure of 355 new subsidized new places after that had come out recently. Hon. Mr. Norton: The total is close to 700 actually, if you add-

Mr. Blundy: Anyway, we will look forward to the explanation the minister will give us in that regard.

However, in all seriousness, the employment incentive program the minister announced recently is a very viable and interesting thing, one that many people would like to take advantage of. But the first thing any single-parent mother on family benefits would think about regarding this program is, "What am I going to do with the kids?" At least one would hope the mother would think of her children first. She would like to be able to work but she is not a woman who rides in a chauffeur-driven car or anything like the minister has; she can't jump into the car and deliver her kids seven miles down the road to a day-care centre and then get out to her new employment. She wants convenient, affordable day care. I believe we have to put a great deal more emphasis on good, available day care.

This is a problem in Metro Toronto; it's even a problem in smaller areas. It's very difficult to get single mothers enthused about the new work incentive programs, which I like very much, without day-care facilities that ensure their children will be well looked after. I would like very much to see that to be successful.

The Ontario Association of Children's Mental Health Centres issued a press release today which is very interesting. The first sentence is, "Mental health services will be reduced or ended in Ontario this year for over 750 children and their families."

I am sure the minister will have some reply to that particular statement, but I know in my own area we are affected by the beds that have been closed down. For instance, the beds at Madame Vanier Children's Services in London used to be available to the Sarnia-Lambton Centre for Children and Youth for certain cases that required this accommodation or treatment. It is now closed to us because they don't have sufficient space to handle all the cases in southwestern Ontario that had previously been served by the Madame Vanier centre in London. They have closed and sold a detached residence with five beds.

I am sure the minister is quite aware of the list: The Chimo Lodge, a 14-bed residential unit in Windsor Western Hospital Centre has been closed; 30 beds have been closed by Browndale, Ontario, including an entire program in North Bay. With the closing of a 12-bed unit at Toronto's Queen Street Mental Health Centre, only a handful of secure crisis beds remain.

I read those to the minister because there is so much talk about alternatives. Alternatives for residential care have to be made right now. I don't see viable alternatives in the community taking the place of the institutions which have been closed.

The minister described many programs and studies being done in this area for new programming and so forth, but it's time that support programs were placed in the community so these people will not be wondering how they are going to continue to provide the children's services required.

The reorganization and decentralization of the children's services division has not been without many difficulties either. I have talked to one person. I think there are many people who find it very difficult to know whether they are to deal with the region. When they do get to the region, they are told that perhaps it will have to go to Toronto, and so forth. These things are creating problems for the people in delivery of services in the communities.

Hopefully these things will be worked out, but in the interim it is very difficult.

I would like to say a few things about children's services committees. I am afraid they are going to live up to the example set in the communities by district health councils. District health councils, in my opinion, have proven to be a bulwark between the people in the community and the Ministry of Health. I think the same thing is going to happen in the Ministry of Community and Social Services.

I believe that the children's services committees are going to delay programs, and they are going to make it difficult for people to put their views before people in the ministry who have the power to do something about the problems put forward by the people.

The number of closings of children's mental health centres, as I have touched on before, is very alarming to all those in the delivery of services. We recognize there is a percentage increase for children's mental health centres. But even with just straight inflation, that would be necessary. There really isn't very much in the way of new programming or new services in this vital area of need in the province of Ontario.

Nonresidential services, being discussed so much, are experiencing long delays in getting the suggested programs going. I would like to see the community services being talked about in place before facilities are closed down. I would like to speak of the matter of senior citizens' centres. There isn't a place in Ontario where the senior citizens aren't asking for some kind of a centre for recreational purposes or thereapy purposes.

Mr. Chairman: Mr. Blundy, I don't want to interrupt you, but I'm just wondering if this would be an appropriate point at which you could terminate your remarks. It is almost six o'clock. Would you wish to do that?

Mr. Blundy: That's fine. I will be glad to continue on tomorrow. I have a bit more. I will do that, Mr. Chairman.

Mr. Chairman: Yes. We are almost at adjournment time, and in addition the Cardinal is waiting.

Tomorrow, I should alert you to the fact, we will not be sitting until 4:30; so bear in mind that is the starting time tomorrow. The committee is adjourned.

The committee adjourned at 5:59 p.m.

#### **CONTENTS**

	Monday, October 22, 1979
Opening statements: Mr. Norton, Mr. Blundy	S-957
Adjournment	S-978

# SPEAKERS IN THIS ISSUE

Blundy, P. (Sarnia L)
Cooke, D. (Windsor-Riverside NDP)
Gaunt, M.; Chairman (Huron-Bruce L)
Johnston, R. F. (Scarborough West NDP)
Kerrio, V. (Niagara Falls L)
McClellan, R. (Bellwoods NDP)

Norton, Hon. K.; Minister of Community and Social Services (Kingston and the Islands PC)







I IIII Car Licture



# Legislature of Ontario Debates

Official Report (Hansard)

# **Social Development Committee**

Estimates, Ministry of Community and Social Services



Third Session, 31st Parliament Tuesday, October 23, 1979

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

#### CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario. Editor of Debates: Peter Brannan.



# LEGISLATURE OF ONTARIO

Tuesday, October 23, 1979

The committee met at 4:43 p.m. in committee room No. 2.

### ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES (continued)

Mr. Chairman: We will commence the proceedings this afternoon, if Mr. Blundy would continue. I believe you were in the midst of your remarks, Mr. Blundy.

Mr. Blundy: In full flight, Mr. Chairman. Just before I go on, I want to draw to the minister's attention that when I was discussing children's services yesterday one of the institutions which I made particular reference to was the Madame Vanier Centre for Children in London. As it happens, at 4:10 this afternoon, just before I came down here, I had a call from Mrs. David MacLachlan of Sarnia. She tells me that her youngest son, Graham, aged 10, was stricken at the end of August with a rare disease known as Tourette's syndrome. I have never heard of it. It is a rare disease of the central nervous system.

Since August, they have had him to six or seven doctors and he currently is being looked at by Dr. Dubois of the Vanier centre. They believe Dr. Dubois is able to do something for this 10-year-old boy. However, because of the recent cutbacks by the Minister of Community and Social Services (Mr. Norton), Mrs. MacLachlan says they are not able to take young Graham into the Vanier centre at least probably until the end of December. In the meantime, the 10-year-old boy is at home with his mother, who happens to be a nurse, and she is looking after him.

I wanted to draw to your attention that it was at 4:10 this afternoon that Mrs. Mac-Lachlan called me, following my having made reference to the Vanier centre in London in my remarks yesterday. I'd be glad to give you written documentation of this, the name and address and all that sort of thing, later—this is just in rough—but I would like it if you would look at that. This is one of the areas we were talking about yesterday in the statement.

Hon. Mr. Norton: I certainly would be appreciative if you would give me that information so that I could check it immediately.

Mr. Blundy: Yes, I will. I will write it out for you in a form which you can understand.

Hon. Mr. Norton: In other words, you are going to make it very simple. Is that what you are saying?

Mr. Blundy: No, I was making reference to my scrawl.

Hon. Mr. Norton: Oh, I see. All right.

Mr. Blundy: Yesterday when I finished at six o'clock I was almost completed. I was just going on with some of the services to seniors and the problems that are being encountered.

There are no more homes for the aged being built in most places now, there are fewer nursing-home-bed permits being offered by the Ministry of Health, and the Ontario Housing Corporation is cutting back on the number of subsidized units for senior citizens in most areas of the province—certainly in my area. These are the usual areas of living for senior citizens, other than those in their own homes, and they have been restricted very considerably.

Look at senior citizens living in their own homes. These people have been faced with increasing municipal taxes every year for the last three or four years, increasing fuel costs and steadily increasing food and clothing costs. It is just a matter of time as to how long they will be able to continue to live in their own homes. If they are living in an apartment they are experiencing the same thing with increasing rental costs.

So the community-based programs of which the minister speaks are very important and are going to be more important, and in my opinion are not sufficiently provided now. I am sure that a good program is in the offing, but it is not in place now in most municipalities, and certainly not in the area with which I am familiar.

I would like to make the point that if we are truly trying to keep people out of institutions and in their own homes or in apartments, we are really going to have to do something about the various programs of which the minister spoke yesterday.

In the matter of senior citizens' centres, I have letters from several people here regarding elderly persons' centres and the budget restraints under which they are working.

These people are all trying to provide facilities for seniors. One particular letter is talking about having a \$15,000 ceiling at the same time as they have an overwhelming request for services among the people, and have, in this case, 1,400 members on programs of social integration and support services in the community.

The point I am making is that if we really are going to have alternative services for the people in the community they haven't been showing themselves to be sufficient at the present time. I urge the minister to get on with these things. If they are not going to have institutional living in as many places as we have had in the past, or in more places, then we are certainly going to have to get on with this. These are people who have been trying to do something in the community on behalf of seniors, and I would like to stress that point very much.

In talking about seniors who live in their homes, I was approached recently by a group of pensioners concerned about the Ontario property tax credits when filing their income tax returns. I know this is not this minister's responsibility but it is his government's responsibility. The maximum credit of \$180 has been the maximum for three or four years and in that three or four years every kind of expense has gone up, including taxes, which I mentioned before, heating and caring for a

home and maintaining a home.

If \$180 was a reasonable and understandable tax credit provided by the government of Ontario four years ago then it can't be now, because of increases in the cost of living. I am speaking particularly of senior citizens who are trying to maintain their own homes with very little income and who are looking forward to the Ontario property tax credit when they file their income tax returns. I would like to have some response on that matter from the minister.

The final matter I would like to speak about is, we have heard the minister talk of the closing of training schools and so forth, and we know of cutbacks in mental health facilities and other residential services. The question I have is, where do the children go who are taken out of these institutions that I

have just mentioned?

They go back to their homes or to foster homes or something of that nature, and then into the public and the separate school systems in the province. Many of these youngsters are difficult to get along with. Some of them have been in trouble with the law and some of them do not get along well with their peers. In other words, they create great difficulties within the school system and

in the classroom, for the teacher and for their fellow students.

I would like to know if Community and Social Services is providing any funds to the Ministry of Education to provide for the extra problems that are encountered in the education of these pupils. This is a matter that has only recently been brought to my attention and I think it is one worthy of discussion by us in these estimates.

Mr. Chairman, those are all the prepared remarks that I have. There are many other more detailed matters we will bring up from time to time as we go through the estimates. I thank you very much for this opportunity and I'll look forward to the minister's reply after the other critic has completed his report.

Mr. McClellan: Mr. Chairman, this is the fifth estimates debate I have participated in since I was elected; there were two in one year. I approach this year's estimates with a greater sense of concern, particularly with respect to child welfare services, than for any year previous, and I mean this very sincerely.

I want to spend some time detailing some of these concerns during the course of this leadoff. I hope when we get to the vote on the children's services division we can have

some good discussions about that.

Before I do, I would like to acknowledge a number of things which I feel have been positive responses by the ministry over the past year. Some of these were touched on yesterday by the minister. I am particularly pleased, for example, that the ministry is moving to a simple income test for the determination of the eligibility for visiting homemakers and nursing services. That is something we have been advocating for a long time and I think it is urgently needed. I think to the extent it is possible to simplify eligibility tests and in particular to remove the kind of stigma that has been traditionally associated with eligibility tests is enormously important if senior citizens are going to be able to take advantage of essential home-care and home-support services.

I am pleased the ministry is intending to bring in legislation to make permanent funding available for transportation to the physically handicapped and physically disabled. We applaud the government's initiative in extending the pilot projects which have been enormously successful in permitting the handicapped to live in the community, to study and to work and to live normal lives.

I think it is a measure of real progress that this pilot project phase has been completed, that we are moving to a permanent program in every community across the province and it will have a firm legislative base. We support you wholeheartedly in that activity.

I was pleased as well that the minister indicated that legislation would be forthcoming, and I hope soon, to provide a legislative base for the provision and funding of homesupport services to the elderly. Again I can't stress, and I needn't stress I am sure, the importance of not simply the services but the acceptance of responsibility on the part of the provincial government for setting policy, putting the legislative framework in place and establishing clear lines of accountability and direction with respect to funding for these programs. Until that is done, we continue to live in a state of considerable confusion about who is responsible and how these programs are going to get funded.

So, again, we will support your legislated initiative in this direction and we urge you to bring forward your legislative program as quickly as it is humanly possible. I am not sure it is necessary to have a prolonged and tripartite—I think it was tripartite, it may have been more partites than three—consultation process with respect to that. But if you do, please telescope it. I think there is a remarkable consensus within the community with respect to legislative mechanisms, and the sooner that is done the better.

#### [5:00]

On a more personal note, I would like to express my own very deep appreciation to the ministry for the way they have responded to the adoption disclosure registry. You may not be aware, Mr. Chairman, that the ministry has established the voluntary adoption disclosure registry. They have appointed a very excellent staff person who is assigned the responsibility of maintaining the registry.

I believe some 260 or more people have already registered and a number of reunions have taken place since the act was proclaimed last June. I think that simply is a manifestation of goodwill on the part of the minister and the ministry, which I formally want to acknowledge and to express my appreciation about. I think it's enormously important that the voluntary disclosure registry be given a chance to work so we can assess it, and I am confident this chance is being given.

Hon. Mr. Norton: I hope that's all the good news.

Mr. McClellan: That concludes the laudatory section of my remarks.

Hon, Mr. Norton: If you've forgotten all the other good things perhaps I can hand you another list. Mr. McClellan: I want to turn now to the single most problematical area in the ministry, as far as I am concerned, and to spend some few minutes looking at it.

We started the process of looking seriously at children's services in response to the interministerial report on residential services in 1975. That was the document which revealed the depths and degree of the discombobulation within child welfare services that has precipitated all of the many hours of work on the part of the minister, his staff and members of the assembly. This culminated in the passage last year, and the promulgation in June, of the package of reforms in the children's legislation.

It's a matter of enormous personal regret that the reforms passed in legislation have not been matched by action on the part of the ministry to implement those reforms. It's as simple as this. You have failed to put your money where your mouth is. You have failed to match your rhetorical promises and your rhetorical good intentions with concrete resources that would make it possible for real change to take place in the children's services area.

We passed a new Child Welfare Act which has enormously increased the burden of responsibility, not just on the ministry but on children's aid societies. We have told them in no uncertain terms we expect them to do a more rigorous job. We have laid that out in legislation. We have laid that out in standards and guidelines. Then when it comes time for the ministry to fund children's aid societies, we find a state of chaos and crisis.

I don't use those words lightly. I don't use those words for rhetorical purposes. I am absolutely convinced we are facing a serious financial crisis in child welfare services. I am convinced the net effect of two and a half years or more of talk and reform and consultation and planning has been, in terms of children in need and children at risk, virtually nil.

Yesterday morning I received a report that was produced jointly by five children's aid societies in what the ministry refers to as the central region of the children's services division. The report was prepared jointly by the Metro children's aid society, the Metro Catholic children's aid society, the York children's aid society, the Peel children's aid society and the Halton children's aid society are the Halton children's aid society. It is a very disturbing document. It is every bit as disturbing as the original report of the interministerial committee on residential services in 1975.

It describes and documents and illustrates with case material a degree of disarray in the provision of services to seriously disturbed children that is shocking. Even worse, it indicates that after so much time has passed very little has been done. I want to spend a few minutes going through the report.

As I say, it was presented on a confidential basis to the ministry in early October and it was given to Mr. Beck who I believe is the director of the central region children's services division. I had hoped to be able to question the minister in the House today as to whether he had personally seen the report. I don't know whether he has or not.

Hon. Mr. Norton: This is the first time.

Mr. McClellan: I think it is particularly unfortunate, sir, that your staff have not provided you with this report before now. Let me take you through it.

The report details nine specific problem areas in the central region. The first of these has to do with the closing of correctional resources, the closing of training schools and the cutbacks to other residential treatment resources in the central region without alternatives being put in place.

If I can read briefly from the report, from the first page and the first sentence: "Children who were previously placed in training schools are now being placed in residential resources where programs do not meet their needs. This causes damaging breakdowns in placement, disruption of treatment for other children, exhaustion, frustration and despair on the part of many operators."

The children's aid society has not equipped itself nor has it the mandate to serve these children. We have supported the closure of training schools. We supported and demanded the removal of section 8, but we had understood the ministry was promising to put alternatives in place and that apparently has not been done. Not only have alternatives to training schools not been put in place but there have been cutbacks in what we might say is alternative treatment resources to training schools,

So the report documents that something in the order of 150 residential treatment beds have been cut and closed in the central region since 1978. The result is that there are profound shortages in the central region. As it says in the report, "A child in crisis cannot be held on a waiting list for an appropriate bed and therefore may very well be placed in a less appropriate bed."

In other words, children are being treated the way they were being treated at the time of the interministerial report. They were being placed in facilities that were not adequate to meet their needs.

What is really disturbing about the report—and again, it is not rhetoric—is that it illustrates each of the problems they identify with cases that are drawn from children's aid society files. They give the example of a badly disturbed 12-year-old girl, and I mean badly disturbed. I don't want to go into the details of the disturbance. The recommendation was for a placement in Thistletown in January 1979. The child is still awaiting placement in Thistletown in October 1979.

There is a case of a badly disturbed 15-year-old boy placed in a facility which was not even a second choice. I gather it was a third-choice facility and the facility itself, Grand River View, is being closed down. Here is a kid for whom not only is there no adequate treatment facility available, but in desperation the society or whoever placed him has placed him in a facility which is itself being shut down. What kind of madness is this? It is just appalling. This boy has borderline psychotic tendencies and mild mental retardation. What kind of a way is this to treat children with profound disturbances in this province?

The second point raised in the report has to do with the process of regionalization. The ministry has divided the province up into a series of regions, which makes sense, and we've supported your decentralization and your regionalization, but we didn't dream you would be as foolish as to cut back facilities in one region when there is a profound shortage in a neighbouring region or to deny children placements from one region to the

I have the case of a 15-year-old boy, Actually, I think that is the same case. The illustration cited in the report has to do with Ausable Springs Ranch in Hamilton which was denied a licence on the grounds there wasn't a need in whatever region Hamilton is in, despite the fact it was a resource being used by the Children's Aid Society of Metropolitan Toronto, in which the children's aid society in Toronto feels on many occasions, it is useful to have the child. For example, for the child who was involved with the Yonge Street strip and the kind of activities that go on on the Yonge Street strip, the children's aid society feels it is useful to have access to resources outside the region.

I don't know what kind of planning is taking place within this ministry when there can be a shortage in one area and the ministry is cutting facilities out of its neighbouring region. More importantly, it doesn't make any sense to the social agencies who are charged

with the responsibility of finding treatment resources for children; Metro CAS, Metro CCAS, Peel CAS, York CAS and Halton CAS. I don't know what kind of superior wisdom the ministry feels it brings to bear on the issues when it would ignore the advice of the people who are mandated under the legislation with the responsibility for looking after kids who are in a desperate situation.

The third issue raised in the report, the third of the nine issues, has to do with—and this is difficult to conceive—something called five-day programming. I quote from the report: "A few specialized treatment programs operate a five-day program. These programs present a limited use for children's aid societies since families cannot be planned for on the weekend with their families or substitute parents."

#### [5:15]

So the agencies feel it is appropriate to discharge profoundly disturbed children who are in the so-called five-day programs back to whatever on the weekend, then they go back to the program on Monday.

My recollection is that is what happened to Norma Dean, Mr. Chairman, That is my recollection. I may be wrong and I haven't had a chance to research that, but that is my recollection, that she had been in one of these five-day programs, had gone back to the family situation that had precipitated the disturbance in the first place, and then, when she went back to the agency—I don't want to dwell on this because, again, I am going from a recollection which may or may not be accurate.

In the report there is the case of a young girl 16 years old who got into precisely that kind of difficulty because of the rigidity of five-day programming and the inability of anybody to find adequate seven-day program for her. The authors of the report document the kind of bouncing around that this kid had to go through.

This is a kid who is suicidal. She was admitted, under duress, for five days to Scarborough Centenary Hospital as a result of a suicide attempt in April 1979. She was discharged. She made another similar suicide attempt. She was discharged. She was readmitted to Scarborough Centenary. She was discharged to a CAS admission assessment facility. She was okay until July 5. She attempted an assault against staff members. She was sent back to Scarborough Centenary.

The diagnosis was that the precipitating factor in her disturbance was her relationship with her foster parents. She needed residential treatment either in Thistletown or Hinks or the Clarke Institute or someplace and they couldn't find it for her; it simply wasn't available. The children's aid society was trying to negotiate with all of these agencies, which have their own little sets of rules, whether or not they would accept her on an adequate basis. She ended up in the adult ward of Whitby Psychiatric Hospital.

The fourth issue that is dealt with is the lack of closed settings. Again, we are dealing here with an issue that has been raised by my party, by myself, by Stephen Lewis back time immemorial. That was the issue with respect to the removal of section 8 of the Training Schools Act and the closing of training schools. We have had promises and promises and promises down through the

years for the development of closed treatment facilities.

At one point, Oakville Assessment Centre was going to become a closed—that is to say a secure, locked—treatment facility for profoundly disturbed kids who have, quite frankly, to be locked up for their own protection. The ministry still hasn't addressed itself to this. I don't want to go into the nonsense about the Oakville situation; it is too distressing to discuss. I gather from the report that as far as the central region is concerned the only facility that is available is one cottage with six beds at Whitby Psychiatric Hospital. They illustrate it with the case of a kid who desperately needs the service and it is not available.

The fifth issue they deal with is limitations on admissions criteria and again it is the same old problem of treatment resources, group homes and residential treatment facilities only accepting a few grade A children and still refusing to accept children who are really difficult. I don't know what good a service system is if the different sections of the service system are all setting their own rules and blocking the admission of profoundly disturbed kids, I don't know how much longer the ministry intends to tolerate quite frankly and brutally, how much longer the ministry intends to tolerate this situation.

In the words of the report: "Several treatment resources have admission criteria which preclude youngsters being accepted. Some accept children to be motivated for treatment, others expect the family to engage in family counselling, others require the child to be a crown ward. Such criteria are unrealistic for our children and their families and this means that some highly skilled resources cannot be available for our youngsters."

Again, you've thrown the central responsibility for difficult kids on to the children's

aid societies but the other parts of the system are not responding to the fact that the children's aid societies can't handle these kids and there are no facilities there for them which will accept them. There are facilities there but they won't accept them,

They illustrate it with another case of a 15-year-old boy. He has had numerous placements including HSC, Lloyd S. Richardson Residence, Craigwood, and Nairn Group Homes. He has been waiting for placement at the assessment centre of the children's aid society for three and a half months and has been waiting a total of seven months for a treatment facility which will agree, which will deign to accept him.

Number six: The length of stay for children in many children's mental health centres has been shortened to the point where it is almost impossible to get long-term treatment for a disturbed child. We find many mentalhealth resources are discharging children before their treatment is completed and subsequent placements break down quickly.

They illustrate it with a case of a boy who is now 17 years old, who has an emotional disturbance and a serious medical condition. He can't get treatment because they won't keep him at Thistletown for longer than nine

months.

Number seven: The lack of appropriate educational facilities. Again, this is nothing new, Mr. Chairman. We have dealt with this every year in the estimates. Local school boards, particularly in rural communities, refuse to accept responsibility for the educational needs for some of our disturbed children. Consequently programs with on-campus schools are in high demand and are scarce.

We have gone over year after year, in these estimates and in the Health and Education estimates, the fact the government appears to be cutting back on the kind of educational services that are available to residential treatment programs. At the same time, local school boards haven't moved very far at all, if they have moved an inch, in assuming their responsibilities.

You can't have it both ways. If local school boards won't accept their responsibilities, then the government has to accept its responsibilities and make sure there are sufficient ministry-run educational programs and residential treatment facilities so that, for God's sake, the children get an education. Is that an unrealistic demand to make? They illustrate it with a case.

Number eight is the four-phase system. You will remember the four-phase system, Mr. Chairman, from our discussions in years past. This is the ministry-sponsored program which is supposed to co-ordinate the assessment, placement and treatment of emotionally disturbed children in this province.

What do the authors of the report say? "The four-phase program and facilities are not meeting the needs for which it was originally intended, that is to say, treatment for the 'untreatable' child. The program, for the most part, does not have sufficient resources to provide for the extremely difficult child. Their administration and accountability is unclear and results in chaos and confusion for the consumers of their service."

Then they illustrate it, again with a case of a 14-year-old girl, profoundly disturbed, discharged by the four-phase system to the care of a children's aid society which has absolutely no resources to provide treatment for her.

Let me quote the recommendation on that section of the report. "If the central region intends to view the four-phase system as a reasonable service for the 'untreatable' adolescent, then the region will need to provide for the components to the system which have always been missing, namely, adequate psychiatric backup in phase two, then adequate control over the intake criteria of phase three and phase four."

It would be different if we were dealing with something new. But we are dealing with criticisms that are almost ancient at this point. They continue to be not debating points but causes of—well, I won't use the kind of rhetoric I was going to use, but children are suffering as a result of these problems and the report illustrates how they are suffering. I don't know what one has to do to ask you to deal with this kind of stuff, because we have gone over it so many times. We thought we were getting somewhere and we don't seem to be.

The ninth issue of course has to do with the financial squeeze that residential treatment facilities are under. Quoting from the report: "Many operators are not able to manage financially on their 1978 per diems in the current year." We all knew that, but we were promised in the leadoff speech that the rate review mechanism had been established and we were led to assume when the minister gave his leadoff that this rate review process was proceeding apace.

Listen to the next sentence: "The slowness of the establishment of rate review committees and their becoming operational has created anxiety, anger, resentment, burn-out, frequently resulting in programs refusing referral of difficult children, many of whom they would have considered six months ago."

Skipping a few sentences, they refer to the group home operators. "In addition to this, they often give up more easily with our children, and we are asked to replace children who in similar circumstances a year ago would have been able to continue treatment in these resources."

So we see a very tangible manifestation of the consequences of the kind of penny pinching that the ministry is engaged in with essential children's treatment facilities.

I am going to ask the minister, either in his reply or as quickly as possible, to indicate to us what the status of this report is within the ministry. I am absolutely amazed that it wasn't brought to your attention.

#### [5:30]

I tell you that I expect a response to two things. Firstly, I expect a response from the ministry to the plight of the eight children who are used as case illustrations in the report. I expect to hear back from you with respect to the treatment program for each one of them.

Secondly, I expect you to deal with the issues raised, with each of the nine issues, and tell us how you intend to provide an orderly and adequate network of treatment resources in the central region. I await your response to this.

That report reflects the kinds of pressures children's aid societies are under because of continuing dysfunction in the system as a whole. It doesn't begin to deal with the additional pressures you have put on children's aid societies this year, and those pressures are twofold. As I have said already, you have increased their responsibility under the Child Welfare Act and under the regulations, and secondly, you have imposed a financial freeze, a financial ceiling on their budgets.

I have to confess to you I do not understand your financial arrangements with children's aid societies. Again, I am not trying to be cute or political. I have been working on this since your original statement on March 27. I have talked to people in the ministry, I have talked to people in children's aid societies and I still do not understand where the money is, how much money there is and for what it is going. I tell you, neither does anybody else outside the ministry, if anybody in the ministry understands. They don't understand at the Ontario Association of Children's Aid Societies and they don't understand in the individual societies across this province.

What they do understand is a budget squeeze. There are 10 societies, I've got the figures dated October 11, which I obtained from the Ontario Association of Children's Aid Societies, which indicate the increases granted to children's aid societies including the so-called new initiative money. This is their base increase which we were told on March 27 would be five per cent, plus all of the additional money for priority initiatives that was supposed to be on top of the five per cent.

The minister has been running around the province telling everybody there is all of this additional money for child welfare. He has recycled his March 27 statement at least 15 times and re-announced the same amounts of money under different incarnations. I am being absolutely serious: I don't understand what you are doing financially with the children's aid societies' budgeting process.

Let me go back to this list. These are the figures for the children's aid societies' allocation, which include their base increase plus their new initiatives increase: Essex children's aid society increased 3.6 per cent; Grey children's aid society, 4.6 per cent; Halton children's aid society, 2.9 per cent; Hamilton-Wentworth, 3.2 per cent; Huron, 1.5 per cent; Niagara Region, 3.6 per cent; Norfolk, 3.2 per cent; Stormont-Dundas-Glengarry, 2.2 per cent; Sudbury-Manitoulin, 4.8 per cent, and Thunder Bay, 4.5 per cent.

This doesn't make any sense at all in the context of the minister's promises and rhetoric about new money. This is the base increase plus the initiatives money. Where is all of the new money?

I invite the minister to try to deal with this right at the outset of these estimates so we don't perpetuate confusion. I am quite happy to be proved totally wrong. I would tell you quite honestly, I would be delighted to have my confusion revealed for all to see and stripped bare, if you can show me where this so-called new money is for the children's aid societies to fulfil their existing responsibilities and their new mandate under the reformed act, but I don't see it there.

So let me try to set out my genuine confusion. On March 27, you announced the children's services division will have \$15.9 million in new money in 1979-80 to initiate priority projects and expand ongoing services to children. It was broken down into a series of categories: child abuse, \$3.2 million; foster care, \$2.2 million; francophone, \$0.5 million; prevention, \$1.0 million; hard-to-serve children, \$0.5 million; advocacy, \$0.5 million; mentally handicapped, \$3.2 million.

Immediately you start to get into trouble when we try to understand this as new money. The total of the announced new initiatives funding is \$4.8 million less than the \$15.9 million figure quoted by the minister because it just disappears. It just evaporates and I can't figure out where it went.

There is a breakdown of how the money is going to be spent and when you add up all the money that is going to be spent, you find you are short by \$4.8 million of the \$15.9 million. Where did it go? Was there a bonfire in your safe? I really want to know what happened to the total of the \$15.9 million because you have only accounted for \$11.1 million.

Secondly, this \$15.9 million is supposed to be brand new money. Then you look again and see \$3.2 million for the mentally handicapped, and I am not sure that is new money at all or whether it simply represents the transfer from the adult services division to the children's services division of services for the developmentally handicapped.

I would like to have that cleared up. Is this \$3.2 million of money actually new money or is it simply recycled money from the ministry's left hand to the ministry's right hand, or vice-versa? If the \$3.2 million isn't new money, that reduces the total available for programming to \$7.9 million.

Hon. Mr. Norton: It is new money.

Mr. McClellan: It is new money? All right. We are back up to \$11.1 million.

Hon. Mr. Norton: The \$4.8 million is not in a Swiss bank account. I will explain where it is.

Mr. McClellan: Yes, I am anxious to hear that.

Mr. Sweeney: Is that what Bob Welch is using for alternative energy?

Mr. McClellan: At any rate, there is the missing \$4.8 million, so we are back up to \$11.1 million. Of this, there is a total of \$5 million that has been allocated from other areas of the children's services division, primarily from children's mental health centres. This is the money that is being saved, I mather, by the freezing of children's mental health centres and by, if I may use this terrible word which you hate so much, the cutbacks in the number of beds available within children's mental health centres.

Of your \$11.1 million, as I understand it, \$5 million is money that is being squeezed out of the children's mental health centres. I'd like to know whether my understanding with respect to that is correct or not.

The problem with respect to money available for child-abuse prevention programs is simply this: I don't see how \$3.2 million is adequate to deal with the severity and extent

of child abuse. We know that we are just dealing with the tip of the iceberg in terms of our ability to even identify child abuse, either physical abuse or sexual abuse, and we are not even very willing to talk about sexual abuse. That still is, by and large, a taboo subject.

We don't really like to get into that and we certainly don't talk about funding programs to try to identify sexual abuse within families or to deal with it in any kind of serious way. We still, as a society—and all of us share this problem; it is not a political problem, it is a community problem—are afraid to deal with it. We certainly haven't established programs to deal with it. Leaving that aside, I don't think we have begun to fund child-abuse prevention programs at any level of adequacy.

The other clinker in the financial arrangements is that the money is cost sharable with the municipalities so that there is a deterrent built into, if you will, the take-up. I don't know how serious the ministry is about moving in new directions when the new direction involves an imposition of an additional burden on to the municipal property tax. Every municipal politician in the province is already semi-hysterical about property tax levels, for legitimate reasons which I don't want to go into here.

You have to recognize when you introduce cost sharing into your funding arrangements, particularly in priority areas, you are imposing a barrier to take-up. You are saying on the one hand we want this to happen, but on the other hand, not so fast. That is the consequence and that is the implication.

All of this relatively boring financial stuff translates into a state of absolute chaos at the level of individual children's aid societies. They don't know what the hell is going on with your ministry. We have had a strike at the Algoma children's aid society, which I believe is directly attributable to your budget freeze, that has been going on for three and a half months.

I am absolutely convinced that you were wrong with respect to the question of the enforcement of supervision orders in that society and I think it is impossible to say that adequate level of service in a society like that society, with the particular case load that falls to that society, it is impossible to say that the mandate of the Child Welfare Act is being fulfilled after three and a half months, I am absolutely convinced that the society is in a position of being held in contempt of court with respect to the supervision orders. That strike is only the most

dramatic manifestation of your funding policies in 1979-80.

I am enormously concerned about the situation in Niagara Falls. What kind of a ministry would allow the situation to develop where the workers are told to take a five per cent cut in pay so that the society can live within its means? A number of societies are facing bankruptcy. The Haldimand children's aid society will be bankrupt by the end of next month unless the province bails it out, according to a report in the Hamilton Spectator last month.

#### [5:45]

The Essex Catholic children's aid society states that it still hasn't any clear understanding of what its 1979 budget allocation will be, eight months after it was submitted. They indicate that they've already started to lay off staff. To meet the reduction in funding, the society closed two residential group homes and laid off 10 staff members.

I would like the minister to explain to me me how the Essex Catholic children's aid society is supposed to assume additional responsibilities under the Child Welfare Act when it has already had to lay off 10 staff people and close two residential homes? I'd be fascinated to hear the explanation.

I can go on through most of the province. The executive director of the Guelph and Wellington county society said: "There will be no alternative except to cut back services if the Ministry of Community and Social Services doesn't come up with more money."

The Children's Aid Society of Brant has indicated that it faces a deficit of more than \$50,000. This could mean a three-month layoff for six to 10 staff members within the next three months.

The Norfolk children's aid society was given a 3.2 per cent increase. The executive director, Mr. Tisdale, was quoted in the Brantford Expositor last month: "Mr. Tisdale said he feels the increase in child abuse cases has been due to the government's wide publicity about the Year of the Child and child abuse in general." Then he goes on to say: "If services and staff are cut, results could well be the death or injury of a child."

You can read the papers as well as I do. I'm not going by esoteric sources. All I have here is a set of clippings from all across the province in which local directors of children's aid societies are trying to explain to their own communities—and I believe this is the first time this has ever happened in this province—just what the consequences are of the minister's funding policy.

I simply want to ask the minister and plead with him. This isn't an issue on which anybody makes any political mileage one way or the other. I learned that a long time ago. But for God's sake back off. I don't know whether the minister is playing some kind of crazy game of chicken or Russian roulette with the children's aid societies, but the consequences are inevitably disastrous if you continue to hold to the present course.

You simply have to do one of two things. One is to readjust your funding formula so that you can distribute the resources that you have in a way that makes sense, so that people don't have to be talking about going bankrupt or coming to you for loans. I gather you lent one of the societies \$300,000. This is just nuts. Or take the course of more wisdom—go to Management Board of Cabinet and get sufficient resources so that children's aid societies can do the job that the legislation and your regulations require them to do.

I tell you that if you don't do it there are going to be not just organizational crises, there are going to be tragedies. I don't know how much longer you can let the situation at Sault Ste. Marie continue. I don't know how you can stand back and watch the inevitability of further labour-management disputes erupt because of your funding policy. I don't know how you can sit there as children's aid societies are saying that they can't possibly function in this kind of an atmosphere and that if it continues they will turn their charters back to the minister.

I say with respect that I don't think the minister has the capacity. I don't say this in a critical sense; I'm trying to be objective. I don't think that the ministry has the capacity to assume the responsibility for running one or 50 children's aid societies. If I thought the ministry had the capacity, I would probably advocate that it be done. But I don't think that the province has the capacity, and I don't think it's the appropriate way of providing child care services. I think it would be an unmitigated disaster if the ministry is required to take over children's aid societies, if their boards of directors quit, In the long term, the ministry is undermining the voluntary boards of children's aid societies as profoundly as it is possible to do.

There have already been resignations from the board in Sault Ste. Marie, and other executive directors are talking about the impossibility of maintaining a dedicated volunteer board to run a society that is treated in this cavalier—not just cavalier, I mean the ministry is treating them in a very brutal way. It will not get people from

communities coming forward to dedicate hours and hours of service, if it treats them like this. It's as simple as that. The bottom line of course is kids.

Despite all of your rhetoric, the kind of financial wheeling and dealing and confusion that's come out of the minister since March 27 is undermining the quality of care. I have absolutely no doubt about that.

I don't understand why the minister is doing it, unless the only reason is that his cabinet won't give sufficient resources to do what he knows has to be done. But he doesn't have any choice. The only alternative is for the minister to say, "I can't do what I'm promising to do," and be honest about it. But you can't have it both ways.

The minister can't say that his priority is to reform children's services, and at the same time say out of the other side of his mouth that his priority is to cut back social service expenditures or to constrain them at the levels that he seems to feel is necessary.

This is one of those situations where the minister can't have it both ways. He's going to have to do either one or the other and stop trying to pretend that he can do both simultaneously, because he can't. I think there is enough evidence in the form of a disarray of services, which has been documented by the report from the five central region societies, and from the kind of labour strife that's taking place in a number of societies, and from the predictions of financial catastrophe that are being uttered by the executive directors of children's aid societies.

The evidence is there, in front of the minister, staring him in the face. He doesn't have an infinite amount of time to respond to it. So far, all he's done is dig in his heels and say, "This is the way it is, and you're going to have to live with it." I just put it to the minister that they can't live with it. That's a reality.

The minister is going to have to undig his heels as graciously as possible, and we will be gracious to him if he climbs out of the bunker. It would be a good thing to do, let me just put it that way. But I think failure to act is going to have very serious and tragic consequences. I believe that with an absolute conviction. I just want to try to get that through to the minister, in the hopes that we can get the reforms of children's services back on the rail.

I have a number of other points that I wanted to touch on, but also I do not want to exhaust the patience of the committee. Let me try to complete all my remarks in

five minutes. Work incentive programs: I have to express real disappointment with the work incentive program for one particular reason. It fails to address the poverty position of family benefits recipients, and it fails to make it possible for a sole-support mother or physically handicapped person to remain on social assistance and to work part-time and thereby raise their income up to anything approaching a level of decency and adequacy.

The minister's concern with work incentive seems simply to be to get people off the welfare roles. There's nothing wrong with that as a social objective. There's nothing wrong with encouraging people to participate in the economy. We support that objective certainly, but we have consistently tried to talk to the minister over the last three or four years about the fact that his social assistance rates keep people at a sub-poverty level of living.

Last year in the estimates we went at great length into what people actually pay for rent in a place like Metropolitan Toronto in comparison to their total social assistance allowance. I don't want to have to repeat that again. The situation has simply worsened since that time.

I would like the minister to explain to me—when he does his response—why he chose to discriminate against people who would remain on family benefits or social assistance and work part-time. What the minister has done in fact is permit them to earn even less under the work incentive scheme than they would have under the unreformed Family Benefits Act, under the old provisions. It was possible to earn more and keep more money working part-time under the old system than it is under the new.

What is the minister trying to tell us? Is he saying, "We're not going to raise social assistance allowances above the poverty line, and we're also not going to permit you to work part-time to earn and keep enough to raise your income above the poverty line. It's our policy as a government to keep you below the poverty line?'? That's the only message that this kind of mean-spirited, work incentive proposal suggests to me.

I don't understand, for the life of me, why the minister didn't, at the same time he was moving into some kind of a work incentive program for full-time employment, make provision for some generosity to people who have to stay on social assistance but could raise their incomes to some kind of decent level through part-time employment. In fact, the minister has made it worse for them. He takes with one hand and gives with the other; he didn't give very much with the other hand, while we're at it.

I'm not going to be able to complete in five minutes. Is this an appropriate time to adjourn?

Mr. Acting Chairman: How long do you figure you'll be, Mr. McClellan?

Mr. McClellan: I'll be about another 15 minutes.

Mr. Acting Chairman: All right, then if that's the case we'll adjourn.

The committee adjourned at 5.59 p.m.

### CONTENTS

	Tuesday, October 23, 19	79
Opening statements, continued: Mr. Blundy, Mr.	. McClellan S-98	83
Adjournment	S-99	93

#### SPEAKERS IN THIS ISSUE

Blundy, P. (Sarnia L)

Gaunt, M., Chairman (Huron-Bruce L)

McClellan, R. (Bellwoods NDP)

Norton, Hon. K.; Minister of Community and Social Services (Kingston and the Islands PC)

Sweeney, J.; Acting Chairman (Kitchener-Wilmot L)









No. S-35

# Legislature of Ontario Debates

Official Report (Hansard)

# **Social Development Committee**

Estimates, Ministry of Community and Social Services



Third Session, 31st Parliament Wednesday, October 24, 1979

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

#### **CONTENTS**

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario. Editor of Debates: Peter Brannan.



# LEGISLATURE OF ONTARIO

Wednesday, October 24, 1979

The committee met at 2:09 p.m. in committee room 2.

## ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES (continued)

Mr. Chairman: I call the committee to order. I believe last night when we adjourned, Mr. McClellan had the floor.

Mr. McClellan: When we broke off, Mr. Minister, I was talking about the work incentives program and my concerns that you hadn't addressed the issue of part-time employment. I don't think I need to say any more about that at this point, and I assume we can have a debate about that when we get to the item on vote. Let me talk about the issue that emerged in the community when you announced your work incentive program; that is, the inadequacy of day care in this province.

I gather the minister was somewhat upset and concerned that his work incentive program was immediately greeted by howls of protest from the media and from people in the community, not with respect to the details of the work incentive program but simply in relation to the reality that there isn't enough day care in Ontario to make a work incentive program for single-parent mothers on social assistance meaningful.

That's the reality. As a government, you have moved away from what appeared to be a commitment to day-care expansion in the middle 1970s, to the present mean, paltry, miserly minimal expansion of day-care spaces, space by space; so that I think the total for the coming year is something in the order of a little over 400 new subsidized spaces for the province. That is subject to correction.

Hon. Mr. Norton: It's about 700.

Mr. McClellan: Seven hundred is still totally insignificant in relation to need.

The problem with the ministry, I want to say in relation to day care, is you have taken an unfortunately narrow perspective of day care. You are defining day care as a welfare service rather than as a service to be available to working women throughout this province, as a matter of right and as a

matter of course and not just as a social service, but as an essential means to fulfil a goal of full and equal participation of women in the economy.

The ministry's day-care policy is rarely expressed. In fact, the government has shown a profound unwillingness to come to grips with day-care policy. You produce policy papers on everything under the sun, but the one area you have shied away from, the one area where there has still been no statement of government policy, is day care.

We recall what happened to the minister's advisory committee under his predecessor when the advisory committee was making progress towards the development of a comprehensive policy framework. They were assassinated by your predecessor. They were terminated and unceremoniously booted out of office in the middle of their work.

There appears to be another policy group, somewhere in the depths of the ministry, labouring away on some mysterious policy. It's been a long time since they were commissioned. People are becoming increasingly curious as to what the policy is—

Hon. Mr. Norton: I might just say that one has to grasp any positive statement as you go along, and I thank you for recognizing that there is depth in our ministry.

Mr. McClellan: Well, I was going to say something else but I cleaned up my language. I'm trying to be nonprovocative.
[2:15]

The policy of the ministry is set out in the briefing book on page 133, where you talk about day nurseries under capital grants: "This is the provincial cost for the construction or acquisition of buildings to provide day-care facilities for children of low-income families, retarded children and children on Indian reservations." There, in a nutshell, you have the statement of government day-care policy. It's seen as a welfare service essentially for disadvantaged or needy groups within our society. I think that is totally inadequate to the needs of a modern industrial society.

How much longer is it going to take this government to realize the reality that more than 50 per cent of the work force are women? A goodly percentage of those are

women who have children, and a goodly percentage of those are women with preschool children. In the absence of organized provisions for quality day care, people are forced out of economic necessity to make second- and third-rate choices.

It's been documented in numerous instances. The best study done was partially funded, I think, by the ministry itself. It is Project Child Care from the Social Planning Council of Metropolitan Toronto. I believe you contributed funds to that study, but I may be wrong.

Hon. Mr. Norton: I don't recall, offhand.

Mr. McClellan: Whether you paid for it or not, I wish you would read it. It's good, sensible material. They point out in one of the publications, Child Care Patterns in Metropolitan Toronto, that between one half and three quarters of all mothers in Metropolitan Toronto alone, with one or more children under the age of seven, are engaged in activity that requires child care.

Fifty-two per cent of these mothers were either working or had been looking for work in the past 12 months. That is to say, they are in the labour market. Only 14 per cent of the mothers within the greater Metropolitan Toronto area who require child care actually have children in day-care facilities.

I had some difficulty getting statistics on day-care spaces from the ministry. I guess this is one of the bugs about regional decentralization that has yet to be worked out. I got three different figures from three different sources. At any rate, I gather there are 17,000 licensed day-care spaces in Meropolitan Toronto and, of these, 7,500 are subsidized. Project Child Care identified 156,072 children, as of July 1977, who required and were receiving some form of child care.

I am used to the argument you put forward but, to me and to many thousands of people in this community throughout the province, it makes no sense to be freezing day-care expenditures when the need is documented. The need is so much larger than what you have been prepared to acknowledge through the provision of services.

Again, we hearken back to studies done by Project Child Care that raise questions about the adequacy of haphazard and private day care and child-care arrangements, and the dangers of these for the development of children.

These are things that are documented. They've been available to the ministry for a year and a half or two years, and still we have an announcement of 700 new spaces this year. So as long as your policy is based

on a narrow welfare framework that defines day care in welfare terms and is something that is only provided by the community for populations who are at risk, we are never going to be able to address ourselves to the reality that half of the labour force are women and a good percentage of those require day care for their children.

You are going to have to confront that issue. Canada is one of the few remaining western industrial countries that simply has not formulated a rational day-care policy to take into account the realities of the economy. The reality is that women are choosing to work and choosing to have children. It is just a reality. That is an objective fact, and whether you like it or not is irrelevant.

You may want to make enjoyable little speeches at family policy conferences about the "me" generation but that has nothing to do with the reality that women are choosing to work and choosing to combine careers with their traditional child-raising and child-caring responsibilities, and the community simply has to adjust to that. They don't have any choice.

If we fail to acknowledge the reality—I put it to you again—we place children at risk, because there is no other way of providing quality child care that protects the developmental growth of the community's children except as we organize the provision of child care under the direction, supervision and standards of government.

It is a responsibility of government to provide access, to provide quality and to provide affordability. Yet you continue to be locked into a welfarized perspective and day care which I will say again, I think for the third year in a row, is serving to ghettoize and stigmatize day care. I am going by memory but I believe 72 per cent of children in the municipal day-care centres, the municipally run day-care centres in Metropolitan Toronto, are the children of single-parent mothers. That is not a healthy situation. It is a relatively recent development, something that has happened over the last four or five years, I believe.

What you are talking about is again a ghettoized service. It is not healthy that, within a day-care facility, there not be the normal mix of income groups and family backgrounds that you find on a neighbourhood street or in any community. Why should day care be some place only for the disadvantaged to congregate together? It doesn't make any sense. It doesn't make any sense in terms of the healthy development of kids for these kinds of ghettoizations to take place.

In some respects this is strong language. I have an enormous concern about social services that are offered on a welfare basis, because I think we have learned to our sorrow that as we welfarize services—and the classic example, of course, is public housing—we stigmatize them; we make them something that has an undesirable connotation. I am afraid that is what is happening with day care.

It is certainly true in my own constituency, Mr. Chairman, and this is the reason I have raised repeatedly with the ministry my regret that it is necessary for somebody to go to the welfare office to apply for a day-care subsidy. It is also the reason that I moved an amendment to the Day Nurseries Act that would permit a day-care centre to administer an eligibility test—who am I talking to?

Hon. Mr. Norton: I am listening.

Mr. McClellan: I want to tell you that it has not come about, it hasn't come to pass that people can do the eligibility test in the day-care centre. For example, at the West End Parents Day-Care Centre in my own constituency, the people are still required to go to the Dovercourt Road office to fill out the welfare form seven in order to get a day-care subsidy.

I will tell you again, I have constituents who won't go near the welfare office. I have constituents who will be cut off workmen's compensation benefits and waiting for the outcome of an appeal and they will not go to the welfare office, even if they don't have a red cent. They won't go to the welfare office to apply for a day-care subsidy. Again, it represents an effective barrier to people taking advantage of this service and serves to stigmatize and ghettoize day care in this city, in this municipality and in this province.

Let me tell you very briefly that I think the time has come to take day care out of the welfare context. The time has come to take day care out of the welfare department. The time has come to put day care under the auspices of education and to provide day-care services in our schools.

We have a unique opportunity in this province at the present time and in the immediate future. We have opportunities with respect to space. We have opportunities in schools because of the declining enrolment phenomenon. We have opportunities in terms of available staff who could be moved into day-care service. We have the need. We have a demand within the community which must be evident even to the minister. You were at the rally last night, I saw one or two day-care signs, among the other things.

Seriously, there is a real opportunity to break out of the welfare morass, and I believe it is a morass. It isn't leading anywhere, with one exception, and that is for the developmentally handicapped. Aside from that particular group—and even there I am not sure how much separation or segregation ought to take place—it is a matter of overall community policy. We just need to move ahead on that.

Let me suggest two things to you. First, you need to change the way the subsidization is provided to something that is not so degrading and not so haphazard.

I have a letter, given to me by Evelyn Gigantes, from a family I won't identify. They are from the Ottawa area, They have had some instability with their employment situation. Sometimes they are both working, sometimes one of them is working and sometimes neither of them is working. Their day-care costs have bounced around from \$49 a month to \$321 a month. Those are the two extremes they are confronted with. Their income is not particularly highit is nowhere approaching average family income of \$22,000; it is just a modest family income-and yet they are confronted, if they are both working, with day-care costs of \$321 a month. I have talked to other families who are paying as much as \$3,600 and \$4,000 a year for day care. That is absolutely bizarre.

The first thing the minister has to address is the inadequacy of the subsidization. Unless you're impoverished or unless you're sufficiently affluent that \$3,000 a year doesn't make any difference to you, you're out of the day-care market. That is unless you really squeeze yourself financially—and I mean really squeeze yourself.

[2:30]

Second, I think it's appropriate to set up whatever interministerial mechanisms need to be set up to develop the ways and means of establishing day care within the schools. I think it would be a significant contribution to the International Year of the Child for government to move off its narrow focus on day care and to make a general policy commitment to provide day care of sufficient quality and sufficient affordability and in sufficient quantity that it is available to every family who needs it as quickly as it is possible to implement that objective. It would help if you set up the planning machinery now to develop ways and means of bringing day care into the proper context, which I believe is early childhood education, within the schools.

Finally, as I think I suggested when we were doing the legislation last year, you should establish some pilot projects in selected communities to make use of vacant or accessible school space.

Mr. J. Johnson: North York would be an ideal place.

Mr. McClellan: North York has space in hideous abundance. We can pursue that again when we get to the item. I don't want to take up any more of the committee's patience with the leadoff. I'm anxious to hear the minister's response to the leadoffs; I think we all are. I look forward to engaging with the minister in debate on all of the items before us over the next few weeks.

Hon. Mr. Norton: Mr. Chairman, I would like to respond at least to some of the concerns that were expressed in the opening remarks of the critics. Some of the issues I could touch on a little more lightly now in view of the fact we will have an opportunity when going through the items in the estimates to deal with them in greater depth.

As an aside before I begin, I would like to make an observation. It might have seeemed unnecessary in my opening remarks to make some passing reference to the concern I have about what are described as certain "welfare myths." I think the events of the following day bore that out rather effectively. What I have to say is no reflection upon the content of the press reports, but I think the headlines were very revealing. I don't know who these mysterious and anonymous people who develop headlines happen to be. They don't get bylines; they just make headlines.

Mr. McClellan: I'm sure they're monsters.

Hon. Mr. Norton: I thought the response to my description of what I view as an administrative improvement in the supervision of the family benefits program of the province became the following day—in headlines only, I might point out—"a crackdown on welfare cheats." What better and more graphic evidence could we have both of the biases that exist and the irresponsibility of people who have a heavy responsibility in terms of communication within our society? They are perpetuating the perception—far too prevalent, I think—that there is widespread abuse and fraud or cheating in our public assistance programs.

I want to assure the committee that in the reviews we have been engaged in there is no evidence of widespread abuse. There are some individual cases and there are prosecutions from time to time that do take place. I don't know of any perfect system or any perfect group of people where there are not

going to be some abuses from time to time. I think it does not help the goals of social responsibility on the part of government and on the part of our society to have that kind of sensationalization of a responsible ap-

proach to administration.

I might also mention in passing I think the Winsor article in the Globe and Mail of yesterday was a singularly good example of hearsay journalism. To the best of my knowledge there had been no inquiry of my ministry made by the individual who wrote that. He did not attempt to learn whether we believed the information he had before him was accurate, to give any kind of balance to the report.

I'm not complaining. I just think we have to bear in mind, though, that it is important we approach our duties in society, whatever they may be, in the most responsible way possible. It's true some individuals are less accountable for their actions than others. Those of us who happen to be elected representatives have a heavy responsibility in terms of accountability. I think that at least we can feel we are attempting to discharge those responsibilities well.

Enough bitching for the moment.

I think there have been a number of misunderstandings that have developed over the budgeting decisions that have been made this year within my ministry and particularly in relationship to children's services. Perhaps I could address some of those as they have arisen in the opening remarks of the critics.

As I indicated in March, for spending on children's services we have been given one of the largest increases, if not the single largest increase, in all of government programs this year. That was true when I announced it in March and it remains true today. What we then did was precisely what the children's services division was established to do: that is, to identify high-priority areas and to put more of our dollars into those areas than some of the others. The high-priority areas were identified as a result of concerns raised by the public, by agencies we fund, by our own staff and by members of the Legislature.

One need only refer to the discussion which took place at this committee last year to know what some of those are. For example, they include such areas as child abuse, foster care and prevention programming. It is true that some of these funds were reallocated or taken from some program areas such as children's mental health services. However, it's equally true that all those funds, as they are released, are being put back into children's services, although they are directed to higher-priority areas. It is simply not true, as

has been implied in some of the sources of information, that that those funds were being cut out of children's services. Rather, they're being redirected in a way that was understood and approved by most of those agencies that attended the March 27 meeting I had with representatives of the funded agencies.

Two or three years ago, when the division was formed, we were advised to move away from more expensive, long-term residential care into what has been referred to as frontend services. We have been doing that, although on a gradual scale.

Certainly this represents a reduction in some of the larger areas of our budgets, particularly the larger children's mental health centres, although a number of these programs are dealing with the reduced budget in a way which does not have a major effect on direct services.

In this context, we had a concern that allocations to services, as opposed to other budget items, had been insufficient in some of our funded programs. However, the savings from the reductions are being totally reallocated, and in some instances the money is being spent on the same children but attached to the child rather than to the program.

For example, there are the special contracts for individual, hard-to-serve children. I might mention again, as an aside to this point, that one of the things I want to find out in terms of the specific cases that were brought to our attention in the report from the five central Ontario agencies-and I have not yet personally learned the identity and the specifics of each of those cases, but we are pursuing that with them-is why they experience those kinds of difficulties with the appropriate placement of those children. If we have not previously been approached about those individual cases, I would like to know why, because I fail to understand it. We do have a special unit within the ministry, of which those agencies ought to be aware, and I believe they are aware. This unit was set up to deal specifically with hard-to-serve children. We have staff who work on a full-time basis, with a budget in excess of \$1 million, to develop individualized programs for children who the children's aid societies and other agencies across the province have difficulty in placing. I don't know the answer to that, but it is certainly a question I intend to pursue.

If they had not approached us, then that service is not working the way it was intended to work. Mr. McClellan: Well, that's obviously the case. These children have been waiting, one for 10 months and another for seven months.

Hon. Mr. Norton: I want to find out why that happened.

Coming back to the question of funding: We could have simply handed out the 9.9 per cent increase to everyone on an across-the-board basis and made no decisions whatsoever about priorities. I think that would have been avoiding the task that we took on when we decided to bring children's services together.

One can quarrel with the priorities we have chosen, but the fact is that children's aid societies have received in excess of 9.9 per cent. In fact, by year-end we anticipate that their year-over-year expenditures will probably be in the range of 12.7 per cent. Some other agencies have received less. It does reflect our view of the needs, and I believe that view is eminently defensible. I think it is quite improper to suggest that the money being reallocated is not going into children's services. Considering the current economic climate—

Mr. McClellan: I am not trying to be cute; I am genuinely confused as to where the money is going. First, where it is coming from, in terms of reallocation. Second, specifically where it is going.

Hon. Mr. Norton: I would like to have an opportunity to go through that with you. What I would suggest—I was going to suggest it later, but I will suggest it now—is that, if it's agreeable to the committee, I would be quite happy to have some of our senior staff come over some time around next Wednesday to make a detailed presentation to you in terms of the decisions that have been taken, where that money is going, and trace it for you as closely as we can, dollar by dollar.

Mr. McClellan: I would be very delighted to have that opportunity.

Hon. Mr. Norton: I have already asked staff to prepare to do that, and perhaps we can discuss later the most appropriate time; but in terms of some of the other commitments they have, if it were possible to do that next Wednesday or some time thereafter, that would be best from our point of view.

Mr. McClellan: I would take your offer to do it next Wednesday, subject to the Liberal critic; maybe I could leave that to the chairman to—

Mr. Chairman: Right. The offer has been made, Mr. McClellan, and we will see that

it is worked out. It's to be hoped it will be next Wednesday; if not, we will try to arrange it for a later time. But we will try to do it at that time

[2:45]

Hon. Mr. Norton: I want to emphasize in these remarks that in view of the overall economic climate, which is something that cannot be ignored in the level of government funding in other areas, the view that children are in any way a lower priority for this government simply does not bear up on an inspection. In the course of the estimates I hope that I will be able to convince the members of the committee, at least the more openminded ones, that that's the case on that subject.

Mr. Cooke: You will have to get Stephenson to check in with us too and try to convince us. You are not the only ministry involved.

Hon. Mr. Norton: I will account for mine, and I presume you will have an opportunity to meet with—

Mr. Cooke: You said your government; that's why—

Hon. Mr. Norton: Perhaps that was presumptuous of me. Maybe I shouldn't purport to speak on behalf of other individual ministries. I didn't mean to imply that.

The report from the children's aid societies raises a number of concerns about mental health beds, how they are being used and the extent to which it is legitimate that our allocations have placed relatively more resources at the direct disposal of the children's aid societies.

I hope I can rely on the affected children's mental health centres or programs, in what I know are difficult circumstances, to allocate scarce and valuable resources to those in most pressing need. We all understand that to govern is to choose, however difficult and painful; and particularly where children are concerned, the choices can sometimes be agonizing. But I hope that in the course of our discussions we can avoid accusing each other of not caring.

If I could, Mr. Chairman, I would like to deal with some of the specific issues that were raised in the opening remarks and later perhaps with the later report that Mr. Mc-Clellan discussed in his remarks yesterday.

I'm sorry that Mr. Blundy is unable to be here, but I would like to get some brief responses to some of his remarks as well on the record. He raised the concern that he felt the ministry was churning along in what he described as its usual fashion: churning out reports, but with no evident action. I think, though, that one has to put into context the work that is being done within the ministry, with what appears at times I am sure to the members of the committee to be myriads of task forces, working groups, and so on.

If I could quote, anonymously, a person who is involved in children's services in this province but who has no connection with my ministry—and I can assure you also to the best of my knowledge that this person has no known political affiliation, and certainly not with the party of which I am a member, so it is not biased by that—

Mr. Cooke: That explains why she is not a part of your government or your party.

Hon. Mr. Norton: It happens to be a "he." The person indicated to me, at a meeting not too long ago, that he thought the work being done by the people in our ministry, in the policy and program development area, is setting important landmarks in terms of children's services anywhere. This person also is aware of what is going on in many other jurisdictions in the western world.

He said that probably the work that was being done today will only be fully appreciated in about 10 years' time because we are really laying the ground work. At the same time that we are carrying out important programmatical and organizational changes, we are laying the groundwork for the future of

children's services as well.

Obviously I demonstrate some bias in wishing to quote that gentleman, but I think it puts it in perspective as well. I wish Mr. Blundy had been here, because I think the perception that it is all frenetic activity somewhere in the depths of the ministry with no concrete activity ever surfacing is just not correct. There has been action and there is action. The legislative changes are a result of a great deal of work that went into them prior to the introduction of that legislation and at least the first phase is now completed.

The Turner report on children's institutions was a significant report which has been acted upon. Residential standards are now in the process of being finalized. The closing of training schools was something that was a result of extensive prior work within the ministry that is now well along the line in terms of implementation.

We have a new funding approach which has been worked out in part in co-operation with some of the agencies most directly affected and which we will be announcing soon. We have recently released the results of over a year of work on an approach to the development of a prevention policy. Day-care

standards are now in the works. The upgrading of the foster-care program in the province is being acted upon and is being implemented across the province.

The work being done in information systems, such as tracking of children and the inventories of available resources, is being implemented on a phased basis. It is starting in one region of the province. The local services children's committees for pilot projects are in place and are gearing up to full operation. They are not yet at full operation, but it obviously was intended that it would be introduced on a graduated basis so that we and they can learn from the experience.

We have to be careful that we don't make any superficial judgements about the extent and quality of the work that is going on in my ministry. I have no hesitation in saying that some of the work being done in terms of standards in child care and services to children is probably some of the best work that has been done in any jurisdiction.

Mr. McClellan: The best paperwork.

Hon. Mr. Norton: As I say, it is easy to take that facile approach, but there is and will continue to be concrete action that has resulted from it.

Mr. Cooke: I am sure we could all find people in the child-care system in this province who would disagree. You quote an acquaintance of yours. I have quite a few acquaintances of mine who are members of no political party and who are saying the same type of thing as Mr. Blndy and our critic, that all these task forces are great, but these people are on boards of directors that are providing direct service and they haven't seen anything happen for kids in this province. In fact, since I was in the system, I have seen us go backwards in terms of funding. From what is happening this year, it would appear we are back to the Taylor stage.

Hon. Mr. Norton: I hope your views will change in the course of these estimates. On the question that was raised with respect to the closure of the Queen Street unit, 12 beds were closed. I would point out, though, that over the past two years, to put the 12 beds in context, the average occupancy of those beds in that unit has been between four and five. In fact, while the unit was in full operation, the 12 beds were operating at less than half utilization.

Mr. McClellan: That speaks to problems within the four-phase system and within Oueen Street itself.

Hon. Mr. Norton: I will address that in a moment perhaps. As for the children who were or would have been involved with that unit, the children and adolescents are being referred to Thistletown at the present time. These children are being dealt with individually on a priority system. The dollars that were involved in that unit are being used for individualized programming and contracts for those children. Dollars are also available to be used now for the development of an alternative, and that is under way.

Mr. McClellan: But what is the waiting period at Thistletown? The agencies are saying, and the report illustrates, they are not able to get access to Thistletown. So it doesn't do any good for you to say you have closed beds at Queen Street and are referring the children to Thistletown. You are just referring them to a waiting list.

Hon. Mr. Norton: No. If there is some difficulty there, then the approach to developing individualized programming for them can proceed. For example, a crisis response team with the Central Toronto Youth Services has been set up. That will be involved in this as well in developing programs for these children.

Mr. McClellan: But what are the alternatives? I don't mean to interrupt you, but you are not being as specific as I had thought you would be. You say you closed beds at Queen Street and you are developing alternatives. I assume that simply means some kind of a planning process has been set up to figure out how you are going to cope with the untimely closing of Queen Street—which came as a result of the untimely closing of Lakeshore Psychiatric Hospital. It is planning two stages removed from what rational planning ought to be.

Hon. Mr. Norton: No. At the time of the closing of Queen Street there were, as I understand it, no children in the unit.

Mr. McClellan: Because they knew you were going to close it.

Hon, Mr. Norton: But there were no children who were dislocated at that time.

Mr. McClellan: That is not my information.

Hon. Mr. Norton: The alternatives currently available and in operation for dealing with those children are referrals to Thistletown or the development of individualized contract programming. In fact, I would suggest the quality of that type of approach to individualized programming is probably superior.

[3:00]

Mr. McClellan: Could I just stop you at this point?

You are operating on the basis of information you have, and I operate on the basis of information given to me. We had a meeting with some workers at Metro CAS earlier in the month and they gave us a number of cases from their own files that illustrated

problems they are having.

One of the cases was a 15-year-old girl who had been in a group home, Opportunity House, and she was making progress there. Opportunity House ran into a series of difficulties and was threatened with a possible closure. I gather eventually it was closed. Anyway, leaving that aside, my information from the workers at Metro CAS was that one house was closed. The girl was moved from Opportunity House to Queen Street; then she was discharged because Queen Street was going to be closed and she went back to Opportunity House. Then Opportunity House was closed and she was placed in a children's aid society admission centre.

Hon. Mr. Norton: It is evident we do have different sources of information. I would like to check that out, because to the best of my knowledge Opportunity House has not been closed. In fact, Opportunity House got substantially increased funding to provide for an improved school program.

Mr. McClellan: There were two houses. Opportunity House was running two hours and one of them was closed.

Hon. Mr. Norton: Was one of the houses, Dr. Beck, scaled down? This is Dr. Ken Beck, the regional director.

Dr. Beck: There were three houses at one stage and one of them was closed. Two houses are running with a maximum of 16 young people. As the minister has indicated, they have received a substantial increase.

Mr. McClellan: The girl was in the Opportunity House that closed. This, again, was information that was given to me from a case from the Metro CAS. She was in the Opportunity House that eventually closed. When it was learned that it was going to close, she was transferred to Queen Street. When Queen Street learned it was going to close, she was discharged from Queen Street back to the Opportunity House that was going to close. Then it closed, and she was discharged back to the CAS assessment and admissions centre, where she has been ever since.

I don't understand how this kind of stuff can continue to happen. That's my problem. Hon. Mr. Norton: I'm obviously not in a position to respond in that specific case. If you would give us adequate information, we would be glad to check that case for you and see all the factors that were involved.

Dr. Beck: The only comment I might make on that, Mr. McClellan, is that the ministry never did make a decision to close Opportunity House.

Mr. McClellan: How come it closed?

Dr. Beck: They didn't They're quite open. They are open to 16 young people today. Any decision that's made to close would have been made by the board of directors and the director himself. We were there to negotiate with them about costs et cetera, which we did in good faith. Individual cases, as the minister has mentioned, are individual cases, and we would be happy to check into that.

Mr. Cooke: But there were three homes.

Dr. Beck: At one point.

Mr. Cooke: And now there are two.

**Dr.** Beck: There were good reasons. It seems to me there were three—

Mr. McClellan: I'm not disputing the decision to close the home. I'm disputing what happens to kids who are being caught in this chain reaction of closures, without adequate treatment planning. That's the issue I'm trying to raise here.

Hon. Mr. Norton: On that point, I trust, we will soon be much more immediately aware of those things as soon as the tracking program is fully in place. As I say, it is now in place in one region—not in the central region at the present time.

Mr. McClellan: Which region?

Hon. Mr. Norton: It's in the Niagara region, I believe.

On the question of the Lakeshore unit, it is still operating and will not move from there until another facility is available. So I can give you that assurance. I don't know if it was you or Mr. Blundy, but someone did express concern about that as well.

Mr. McClellan: We have expressed concern about that a zillion times. But Paul raised the question that a number of senior staff people at Queen Street resigned in disgust at the closure of the Queen Street unit. Is that correct?

Mr. Carman: Mr. Chairman, the senior staff people Mr. McClellan is referring to would be employees of the Ministry of Health. All the staff persons directly connected with the children's unit were offered transfers to Thistletown. I believe the bulk of them did take that offer by our ministry and

accepted transfer to Thistletown. Any senior staff, though, would be directly employed by the Ministry of Health, because they ran the entire facility up until it was—

Mr. McClellan: Wasn't that a Ministry of Community and Social Services facility?

Mr. Carman: No, it was not.

Mr. McClellan: Well, that explains some of the chaos in trying to understand which minister was in charge.

Hon. Mr. Norton: I won't comment on that,

or we'll get into another debate.

There was a passing reference by Mr. Mc-Clellan—and again I don't want to get into a lengthy debate, because I realize what I am about to say doesn't really resolve the kinds of concerns Mr. McClellan has expressed. I will be addressing some of those a little later on—not to his satisfaction, I'm sure—in a detailed review of the estimates. There was reference to the progress in day care in Quebec and the fact that there had been a \$10-million increase in the 1980-81 budget.

Mr. McClellan: That was raised by Mr. Blundy.

Hon. Mr. Norton: Right. It was; I indicated that. I want to make it clear I'm not addressing all, or any, of the concerns you specifically raised.

Mr. McClellan: I know that.

Hon. Mr. Norton: It's true, as I understand it, that there was a \$10-million increase in the day-care budget of the province of Quebec. I want to just point out, for purposes of—

Mr. McClellan: Odious comparison.

Hon. Mr. Norton: -brief comparison, the points at which the provinces are, respectively, in terms of their commitments to day care. The province of Quebec is currently at a funding level of \$22 million annually to support day-care programs. As you will see in our estimates, at this point we are at the \$42-million level in terms of our commitment to day care. If Quebec continued at the same rate of growth, in a couple of years they would presumably have caught up with us, depending upon the rate at which we are able to increase our commitment financially over the next couple of years. In dollar terms, even taking into consideration the different sizes in the populations of the provinces, we are substantially in advance of the commitment that exists in Quebec.

It's also interesting to look at the question of per diems. Again, it's difficult to make comparisons when you start talking about per diems and so on because of the different circumstances in the different provinces. Quebec, for example, has a ceiling on its per diems for day care of \$9 per day. I don't know how they function with that, quite honestly. Our per diems, on the other hand, are negotiable with the individual municipalitties through which we operate. In fact, our per diems go up as high as \$15. What that means in terms of how they function with that ceiling, I'm not sure. Whether it means differences in the staff ratios, or perhaps other indicators of the quality of the service, I don't know.

I would add also that, as the result of our negotiation approach, there are significant variations in the per diem across the province. In some instances, the municipalities provide the facilities, which may reduce the per diem cost, in that there may be no rent being paid.

Various factors can alter that.

Other than saying that Quebec has had a greater percentage increase this year than we had—and, in fact, it looks as if they've had in excess of 50 per cent or so, which I must say is a significant percentage increase, but they are working from a different base—I don't think the implications of that are quite as sweeping as might be perceived by some of the news reports.

Concerns were expressed as well about the reductions in children's mental health centres. As I've indicated earlier, all the funds that are being reallocated from there are remaining in children's services. The centres that were directly affected by the reductions were the largest centres. The money is going into things like prevention or specific programming for hard-to-serve children or foster care. I would also add that the reductions that

longer than that.

Some of the specific alternatives are for the same children. I have used the example before of the dollars that are going towards the individual, child-attached contracts.

are being discussed are being phased in over

at least a six-month period and in some cases

Mr. McClellan: You can say that, but you'll have to demonstrate it.

Hon. Mr. Norton: Perhaps in the detailed examination later on we can deal with that at a greater length.

Mr. Cooke: Maybe you can tell us at the same time what you are doing to respond to the kids who were on the waiting lise before the cutbacks took place.

Hon. Mr. Norton: We'll go into all the detail you want. We've got some 20 hours, I suspect, yet to go.

Mr. McClellan: If you want to give us some detail now, we won't take it amiss.

Hon. Mr. Norton: In fairness, I could call upon staff to supplement what I'm saying

now, but I think it would be better to deal with it in a little more organized fashion later,

Mr. McClellan: This is the \$3.4 million you're talking about.

Hon. Mr. Norton: Yes.

Mr. McClellan: When we get to the detail, I'd like to know precisely where the money came from, from which institutions, at what cost in terms of beds and then, specifically, how is that \$3.4 million being spent. I'd like to have as much detail as possible. If it isn't possible to give us a verbal explanation because of the length or complexity of the material, I'd be quite happy to receive it in written form. But I really want to understand all of the multifarious financial transactions that are being made.

Hon. Mr. Norton: Mr. McClellan, I would dearly love to have you understand that; so

I'll do my best.

The reallocations in terms of the children's mental health centres are intended to move dollars in precisely the direction that people in the service field have indicated they wanted us to move. As an aside again, I think what we are dealing with in terms of difficulties this year in large part is this—and you may wish to respond—

Mr. McClellan: Maybe you could communicate more clearly.

Hon. Mr. Norton: I think communication is a difficult problem. It is probably one of the most difficult things that any of us has to deal with in terms of accurate communication and especially communication that's going to lead to an accurate understanding.

The principles to which we are adhering in what we are doing this year are principles that have been embraced by and recommended by many of the people who are now very concerned about what is happening.

Mr. McClellan: If they knew what was happening, perhaps they wouldn't be so concerned, or perhaps they understand what is happening and are legitimately concerned.

Hon. Mr. Norton: May I just finish this thought? I'm sure you will attempt to refute it.

Mr. McClellan: I'm not in the business of trying to refute. I keep telling you that, I am simply trying to understand what you are doing as are the service groups.

Hon. Mr. Norton: I will continue to help you to understand.

Mr. McClellan: We're not making too much progress, I can tell you, from where I sit.

[3:15]

Hon. Mr. Norton: One of the things we have to face in terms of reality and human nature is that to accept something in principle is easier than to accept the reality when it begins to affect you. The moves we are accelerating to some extent in the children's mental health field are not only in directions which in principle at least have been endorsed; the children's mental health centres were moving in this direction themselves in terms of more money into nonresidential types of service. But, once the principle has been accepted, when one sees the agency with which one is involved being directly affected, I think, human nature being what it is, the data are more difficult to deal with. Our task is not easy. We do have a difficult task because we have been asked repeatedly, and we have a mandate to attempt, to make very significant changes in a broad spectrum of services for children.

Mr. Cooke: The problem is, you are doing the same thing as the Ministry of Health is doing: instead of putting the alternatives in place before you close the beds down, you are closing the beds down. We can get into the specifics when we get to the vote for a regional children's centre in my area but there is no alternative in place in that city.

Hon. Mr. Norton: I believe it is fair to say that with every case we have offered to work with the affected services. We have indicated that the implementation would be a phased-in approach, not a sudden, hatchet approach, which would allow for simultaneous implementation of the alternatives. I might say that is true of the specific—and I don't want to get into a side discussion right now—of the service to which you are referring. The implementation of those alternatives ought to be taking place simultaneously, and I think that is possible, given the phasing approach we have developed.

Mr. Cooke: Maybe looking at it down here in Toronto it is possible, but talking to the service providers down there it hasn't been possible.

Hon, Mr. Norton: We are still working with them. In fact, on Monday of this next week there is a meeting here in Toronto, I believe, with the people from that specific service. But I do think that any time there is a significant change in an area of human service, it is not easy and it does create apprehension. We will continue to work with every one of the agencies affected and attempt to communicate as effectively as we can what it is we are doing and to minimize the apprehension.

The other point I should make about this \$3.4 million is that it is not money that will be saved this year because of the phased approach. I'll explain that in great detail to you next week. What we have done is we have identified the \$3.4 million and said, "That is your target over a period of time;" so it will only be in the next fiscal year that that \$3.4 million will be fully freed up.

Mr. Cooke: You and Dennis Timbrell must work out these schemes together.

Mr. McClellan: It is already added into your percentage increase, isn't it?

Hon. Mr. Norton: Into our percentage increase?

Mr. McClellan: For this year. Am I wrong?

Mr. Carman: Mr. Chairman, what was done in the statement that was handed out on March 27 was to show what would happen in a full year, 1980-81. In other words, that represented a final position which we would come to when all the changes had been implemented. For simplicity, the end figures were put in rather than attempting to guess as to the extent of the implementation in the current year. The actual implementation this year will vary depending upon the capacity of individual centres to effect change and the time period in which they will do it.

In order to give a full response to the question, what is required is what I would call a full children's services division financial reconciliation, showing the movement of each of the amounts of money between each of the individual programs and activities. My only concern, Mr. Chairman, is that in the minister's earlier remarks concerning next Wednesday for an exposition on the CAS, it was to be that alone. I hope to have the reconciliation question done by then. It is a larger task to do the complete charting, particularly as the member for Bellwoods (Mr. McClellan) indicated for each and every children's mental health centre, but we will see if we can arrange to do it by that time.

Mr. McClellan: That adds a new dimension to it, because that would affect the total of new money that is available for 1979-80, if I understand what you are saying correctly.

Mr. Carman: The amount of new money that will be spent in this year could be less, depending on the capacity of the phase in process, That is correct.

Mr. McClellan: How much less?

Mr. Carman: We will have that information when we do the full reconciliation next week. I can't give you that off the top of my head.

Mr. McClellan: So the savings are being obtained over two fiscal years, but the new money that you announced March 27 was described as money available for fiscal 1979-80.

Hon. Mr. Norton: For the implementation of the alternatives, yes.

Mr. McClellan: Yes.

Hon. Mr. Norton: And, as I say, they will occur on a concurrent basis. We hope we can resolve that concern for you in a more detailed explanation.

If I may, I will just touch further on the concern that was raised—again, at this point I am not sure by whom—about the difficulties that are encountered in terms of the education of children in the community; for example, children who may be located in a group home. This is a problem, and it is something that we have been very much concerned about; it is particularly true in some of the smaller communities where the presence of a group home can have a significant impact upon school population.

Many of the children are receiving education through agreements under section 28 of the Education Act which provides for the school board to provide a teacher in the place of residence of the children. However, as I think you are aware, in the residential standards we did address that issue and, when those are in place, it will require that homes develop plans in conjunction with the school board in advance so that we can deal with those issues as they develop or before they really develop into a problem for the local schools.

But, as I say, it is not an issue that is fully resolved. I know the concern and I know that the Minister of Education is aware of that concern and we are attempting to resolve it.

Mr. Cooke: When you save money for closing an institution, part of the saving obviously is from the educational component of the program. Is that money ever transferred? That money is not transferred to the Ministry of Education and then through to the school boards. Is that right?

Hon. Mr. Norton: What I think has been happening, and you can correct me if I am wrong, is that in a number of cases we have been providing ongoing employment for many of those teachers in other facilities. The money, one might say, has gone with the teacher. For example, in the case of teachers from Kawartha Lakes, I am not sure specifically where each of them has relo-

cated; some of them may have gone to Brookside, and in that case the funding also would have gone to provide for improved ratios in our existing services.

Mr. Cooke: What I am saying is, the money hasn't gone to the school boards to help them cope with the problem.

Hon. Mr. Norton: No, it hasn't.

Mr. Cooke: As a former trustee, I remember negotiating some of the things with some of the group homes, and it was impossible to meet their needs because we didn't have the money.

Hon. Mr. Norton: I think it is important, though, also to bear in mind that the closures that have been effected have not been closures of utilized beds; we have been closing empty beds. That doesn't mean none of the facilities that have been closed were utilized, but we still have excess beds in the system. The perception that the closures have resulted in children being turned out into the community is not an accurate perception.

Mr. Cooke: What happens is that children never get into the institution. The beds may be empty, but they're not going into the institution; they're staying in the community to begin with. So the community is having to deal with them on that basis.

Hon. Mr. Norton: At this point, I can't give you with accuracy the specific numbers; it's off the top of my head and subject to correction later on if I'm wrong. But, as a result of the closures, there has been no marked reduction—not as a result of the population of the training school system. It has remained about constant. What we have been doing with those individuals, and with the money is what we are committed to do: upgrading the remaining institutional services.

Mr. Cooke: What I'm saying is that when judges leave the delinquents in their communities, as they are obviously doing now, then the school boards have to cope with those students, which in the past they didn't have to. There isn't any money going to the school boards to develop special programs or to lower class sizes in order to assist those particular individuals. But it is a real problem in the schools.

Hon. Mr. Norton: I don't deny that it is a problem. There does not appear to be any marked change at this point; certainly not since we began the process of winding down part of the training school system. There doesn't seem to be any marked change in the pattern of numbers of children who are be-

ing sent to training schools; there was earlier, because of significant changes in the legislation going back prior to my involvement with children's services. But the perception that there has been a marked change on the part of judges or anyone else doesn't seem to be borne out by our experience. As a result of those specific changes, the closures, I don't think one can justify the perception that there have been more children remaining in the community. The population of the training schools has not changed markedly. We still have the same number of children approximately to serve through the system.

Mr. Cooke: But you do agree that there are more kids with special needs in the community now as compared to a few years ago?

Hon. Mr. Norton: Oh, yes. If one goes back far enough, the training school system at one time had two or three times the number of children in it that it has today.

Mr. Cooke: I'm not just talking about training schools.

Hon. Mr. Norton: If one is going to go back that far, one also has to take into consideration the dramatic changes in terms of community services that have taken place over that same period of time. I don't think one can say there have been changes over the last 10 years but only look at changes in community services in the last year or so. If you're looking at that time frame, you also have to look at what changes have taken place in the communities in that period—and they have been dramatic as well.

Mr. McClellan: Can I backtrack for a second? I don't want to pre-empt our discussion of next Wednesday, but I'm really more confused than I was before we started. On March 27, you said the total of priority initiatives for 1979-80 was \$15.9 million—so far so good—of which \$5 million is being reallocated from within existing programs in order to shift funds to meet ministry priorities. Now we learn that part of that \$5 million consists of the \$3.4 million from children's mental health centres—but that's not all available in 1979-80; some of that will be available over two fiscal years.

Hon. Mr. Norton: It would—all right, carry on and then we'll see if we can respond to you.

Mr. McClellan: So how much of the \$5 million is actually available in 1979-80?

Hon. Mr. Norton: As I say, we will address that for you next week. I am not sure even at this point in time whether we can give you an exact dollar figure on that because of the question of the rate at which this will take place, the freeing up of the

money. For example, it may be \$2 million, or it may be even a little less than that, but we can give you our best estimate of that.

[3:30]

Mr. McClellan: So the \$15 million is shrinking; it seems to be shrinking by the minute. At least in my understanding, it is shrinking to about \$13 million. I don't want to interrupt you, but this is important. You have announced to the province that there is \$15.9 million available in the fiscal year 1979-80, and you have repeated a pledge all across the province that this money is available. Now I am told it is not available.

Hen. Mr. Norton: Do you want to respond to that now?

Mr. Chairman: Mr. Carman?

Mr. Carman: Thanks, Mr. Chairman: The only clear position one can provide to service agencies and to the public is the final position one is going to end up with after one goes through the phase-in period. The final position is the one in that paper. It was felt that in order to make the reallocations crystal clear to all parties, one had to identify the goal one was going to achieve by the end of the 1979-80 fiscal year.

While it is true that all of the \$15.9 million may not be spent in 1979-80 on the

high priorities that are identified-

Mr. McClellan: Or even available.

Mr. Carman: —the money will be spent. The annualized cost of what we do in 1979-80 is \$15.9 million. In other words, without inflation, in 1980-81 there will be \$15.9 million spent on the initiatives in that paper. The fact one has to go through a phased process to get there is, I think, understandable. If you only indicate the amount of money you are putting in 1979-80, it does not accurately portray the shift in priorities the ministry is making.

Mr. McClellan: That is one way of putting it, but another way of putting it is that there is not \$15.9 million available to be spent in the fiscal year 1979-80.

Hon. Mr. Norton: All right. But I would like to point out—

Mr. McClellan: I understand what you are saving.

Hon. Mr. Norton: Yes.

Mr. McClellan: But that's not—I mean, we talk about a communication problem. That is not what you said in the March 27 statement. That is not how people interpreted it.

Hon. Mr. Norton: That was explained at the March 27 meeting. It was clearly explained at that meeting that that was how that would come about. Whether it is in whatever the previous statement is that you have—

Mr. McClellan: No, it is not in here. It is not in this document.

Hon. Mr. Norton: I am not sure which document you have—

Mr. McClellan: I have the March 27 statement.

Hon. Mr. Norton: —but I can assure you that was explained at the time.

Mr. McClellan: It is an eight-page document.

Hon. Mr. Norton: At the time, it was explained to all the representatives of agencies who were there, and it was explained to the children's mental health centres as well.

Mr. McClellan: What is the relationship between this \$15.9 million we are talking about and the children's services division's 9.9 per cent increase? Is that the increase?

Hon, Mr. Norton: That is just part of the increase.

Mr. McClellan: Let me just try to clarify. When you say in the summary of the March 27 statement—and looking at the overall increases for this year, the following figures emerge out of the gloom: increase for children's services division, 9.9 per cent; below it is the figure \$15.9 million. My question is—are you ready?—does the \$15.9 million represent the sum total of the 9.9 per cent increase? If not, what part of it?

Hon. Mr. Norton: One of the problems we have in terms of communication, I think, is the fact we have to budget on the basis of what our expenditures will be on an annualized basis. If we introduce a new program part way through a given year, we have to budget on the basis of having funds allocated to carry that program through a full year. That, I think, is where part of the confusion is arising.

Mr. McClellan: No.

Hon. Mr. Norton: In the next week we will try to give you whatever the specific dollar figure is. I can't do that at the moment. By the end of this year we will have spent moneys on the new priorities which, carried through a full year of operation, will require that amount of money.

Mr. McClellan: But they are not carried through a full year; yet you are saying you will have spent that money.

Hon. Mr. Norton: But they will be. They are going to be ongoing programs.

Mr. McClellan: Oh, sure. Next year. We are not talking about next year. These aren't the estimates for next year. They are the estimates for this year, 1979-80.

Hon. Mr. Norton: That is right.

Mr. McClellan: You've said you have a 9.9 per cent increase. I have to say that I don't see where it is.

Hon. Mr. Norton: We will be spending by the end of this year—

Mr. McClellan: Yes, if you had been spending it in January, it would be 9.9 per cent.

Hon. Mr. Norton: No.

Mr. Carman: Mr. Chairman, perhaps I can clarify this. The increase from the 1978-79 budget is \$29.8 million; so the \$15.9 million that Mr. McClellan refers to is only part of the 9.9 per cent increase. The amount of additional funds that will be spent during 1979-80 is \$29.8 million. It is true that not all of the \$15.9 million will be spent on those new initiatives because of the phase-in problem. However, all the \$29.8 million will be spent and, therefore, all of the 9.9 per cent will be spent.

Mr. Cooke: Some of it will be spent on the phase-in?

Mr. Carman: That is correct.

Mr. Cooke: So the only part that is difficult to understand is the new initiatives. There won't be the \$15.9 million as committed in that document on new initiatives.

Mr. McClellan: The other part that still eludes me is what happens to the money during the time that services are cut. I gather that 100 beds have been cut. Again that is something we will have to go into in detail.

Hon. Mr. Norton: Yes.

Mr. McClellan: There have been substantial cuts, which means there has been money cut out of the system and we don't see where it has been reallocated. I am simply trying to clarify the points that I want addressed.

Hon. Mr. Norton: If I can just confuse the issue a little further—

Mr. McClellan: Please do.

Hon. Mr. Norton: —then we will try to get it all straightened out in the next week or so. I presume the cuts to which you are referring are in specific reference tto children's mental health centres, the item we are discussing.

Mr. McClellan: Yes, the item we are talking about for the moment, the \$3.4 million.

Hon. Mr. Norton: What has happened is that the children's mental health centres were

all, I believe, given the five per cent with a target. In other words, in the process they were given the five per cent increase. We then said to those larger ones that were directly affected that over the phase-in period they had got their five per cent but by the end of the phase-in period we wanted them to achieve a budgetary reduction that would bring them to a point where they would be back at the budget level they had last year.

Mr. Cooke: Zilch.

Hon. Mr. Norton: You are wondering where that money is in the interim. Where it is is in those services, and hopefully, they are in the process now of both looking at alternatives and phasing them in.

Mr. McClellan: You're not sure, are you?

Hon. Mr. Norton: I say hopefully. I was looking at your colleague here as I was thinking of that, because there are some specific cases where the phase-in is presenting some difficulties that we have not yet fully worked out with them. Anyway, by the end of this process I hope we can cease to confuse you further and explain to your satisfaction exactly what is happening with that money.

Mr. Cooke: If there are centres like the one in my area that haven't been able to phase them in, because of difficulties which we can get to in the proper vote, then the \$3.4 million that should be saved and then spent won't be spent because they won't have phased in the new programs, but they will have phased out the old services.

Hon. Mr. Norton: No. In some instances the phase-in process may be delayed somewhat. We will be meeting with that particular group next Monday.

Mr. Cooke: I am just saying you might have some of that \$3.4 million left over at the end of the year.

Hon. Mr. Norton: Things never work perfectly.

Mr. McClellan: Sometimes you have \$35 or \$40 million left over at the end of the year.

Hon. Mr. Norton: I don't think you will find that to be the case this year.

Mr. McClellan: I looked, but you are right. I didn't find it.

Hon. Mr. Norton: I am sure we will be coming back to those matters.

If I can just touch for a moment on the report of the central region CASs. Again, to put it into context, it is my understanding the report was prepared at the request of the children's services division, or by our regional

director, as a result of some concerns that had

been expressed by the societies.

We suggested they collectively commit their concerns to paper so we could sit down with them and deal with those concerns. Then through that process we could verify which concerns were the result of accurate perceptions and which were not, and work together on those that were.

That document, as I understand it, was used in an initial meeting held shortly after the report was provided, and work is continuing through what is being described as a working group to resolve those concerns. The reason it was done was that it was felt one really can't discuss specifically what the problem is and ought to be done about it until it is clear what the other parties perceive to be happening.

As far as the reference to bed closures in the training school system is concerned, we were closing empty beds. There were about 50 total bed closures effected in the children's mental health system in the central region. The rest of the closures that were identified—

Mr. McClellan: You've lost me here. What kind of beds?

Hon. Mr. Norton: Children's mental health centre beds. As for the rest of the closures that were identified in the report, as we understand it, those beds were pretty well balanced out by new beds that were opened. So the overall figure they use, which I think is 150—

Mr. McClellan: Yes.

Hon. Mr. Norton: -is one of the differences we have to resolve with them. I don't believe 150 is an accurate figure-unless they may be referring to certain beds that were closed by the children's aid society. If that is the case, we don't know at this point precisely why they took those decisions. One I know of, which received a fair amount of publicity in the press at the time of the closing, was closed for decisions that were taken by the children's aid society in Metro because, I believe, of certain problems in the operation of one of the group homes. But if they are referring to the beds we think they are referring to, then I don't think their figures are accurate.

Mr. McClellan: I can't tell you what they are referring to. I would just like to have an understanding of when you are going to sit down with them and sort it all out.

Hon. Mr. Norton: That process is now under way. I am not personally sitting down with them at this point, but I believe Dr. Beck and his staff are involved.

As far as the alternatives to closure are concerned, I again want to emphasize that we do have a special unit, headed up by Mr. Les Horne of our ministry, to deal with some of the problems they identify in terms of difficult-to-place children. There also is Project Options which similarly deals with difficult-to-place children. We have made available for community alternatives in the central region, mainly in Metro, in excess of \$1 million for the provision of alternatives. [3:45]

There was some reference, I believe—and I don't think it was in the report; I think it might have been in Mr. Blundy's remarks—about the closing of Grand Riverview Homes.

Mr. McClellan: That is in the report.

Hon. Mr. Norton: We have checked to make sure we were correct and, in fact, Grand Riverview Homes has not been closed.

Mr. McClellan: It is facing closure. That is what the report says.

Hon. Mr. Norton: That is, I believe, an inaccuracy. Our latest communication with them-and that has been since yesterday, I believe, just to make sure we were not incorrect-is that the present operator of Grand Riverview Homes is planning personally to move to western Canada. I am not sure whether he is going to oil country or what he has in mind, but the operation is continuing. He is looking for another operator to take over before he leaves. As far as we are aware, there are no children who are affected by that and there is no immediate threat of closure of that service. Again, that is another point of inaccuracy which I hope can be clarified in the discussions that are under way.

There was also reference to restrictions on placements out of the region. I want to make it clear it is not the policy of the division, and that has been pointed out to the agencies. We became aware there was a rumour circulating that the ministry was going to impose some kind of restriction upon—

Mr. McClellan: This is inter-regional placement you are talking about

Hon. Mr. Norton: Yes. In fact, we have not done that—nor did we intend to. I don't know how that rumour began, unless it was because it is known we do want to encourage the placement of children as close as possible to their place of origin or to their home. That is our longer-term goal, to try to move group homes closer to the communities where the children they serve would normally reside.

It is true that when Ausable Springs has been asking recently about opening a new program in southwestern Ontario—which we understand would involve children from as far away as Ottawa—we have been suggesting it would make more sense to open up closer to where the children reside. However, at the moment a clear majority of the children are being placed out of their region, and we do not plan suddenly or unilaterally to stop that—although we do hope, on a more gradual basis, to be able to change that pattern.

Mr. McClellan: Again, I am just taking the information as it is provided in the report, but the problem doesn't seem to be that agencies are refusing to accept their inter-region placements. I go back to the case you raised of the child in the Grand Riverview facility. It was, I should remind you, the third-choice placement; the two first-choice placements, in terms of the children's perceived needs, were unavailable.

Reading from the report: "That left one facility, Grand Riverview. It was under ministry review. It was expressed by the children's services area manager that he strongly did not want a York region child in his area. After much debate and pressure from our program director, the child was placed."

Fom that illustration, the problem seems to be a failure to understand ministry policy or to have ministry policy communicated.

Hon. Mr. Norton: I can check that out. If that happened, it would appear not to be consistent with policy at this time.

Mr. McClellan: It is good to have the policy clarified. Again, it would be helpful to communicate it clearly to your own staff.

Hon. Mr. Norton: Yes. As I say, I will check that with the staff. But one will understand that, however much one attempts to communicate, when one has 12,000 employees in the ministry or whatever the total number is—

Mr. McClellan: It is the management staff we're talking about.

Hon. Mr. Norton: I know, but it also applies from time to time with field staff, that there are bound to be some variations in terms of interpretation. I will check that out.

There has also been concern expressed about five-day programming.

Mr. McClellan: Let's not leave the first before we deal with closed settings.

Hon. Mr. Norton: I'm sorry; I will be dealing with closed settings.

Mr. McClellan: Okay.

Hon. Mr. Norton: First of all, I would like to make it clear that five-day programming has a sound basis, in that there is a concern on the part of the people involved that, wherever possible and wherever it is a healthy situation, there should be a maintenance of the family connection for a child who might, in the absence of it, become lost in an institutional environment with perhaps no real family ultimately with which the normal kinds of relationships can be maintained.

It is true that in the case of some children, in some families, this does create a problem, but there are a number of seven-day programs available as well. In those kinds of cases, I think it is inappropriate for children to be placed in a five-day program. I agree it is an issue that in some instances is causing difficulties, and we will certainly work with those agencies on behalf of those children to work out those problems.

But we have to make it clear that for some children, perhaps for many children, five-day programming is appropriate. I would not wish to see it eliminated as an alternative.

Mr. McClellan: I don't think anybody is suggesting that. The problem seems to be a degree of rigidity within the treatment facilities in that they don't appear to have the flexibility to offer five-day programming to those children who are best suited to five-day programming, or seven-day programming to those who need seven-day programming. That should be self-evident.

Hon. Mr. Norton: It should be self-evident as well, the kinds of programming difficulties and staffing difficulties of trying to have the two working at the same time and the same location might present; that's the kind of thing we have to try to work out.

Mr. McClellan: Three or four years after moving into a major initiative to close training schools, to still have such a basic issue unresolved, is intolerable.

Hon. Mr. Norton: I am not sure what you mean by that. First of all, it's not four years since we moved into it; it's been two years perhaps.

Mr. McClellan: The removal of section 8 of the Training Schools Act was passed before I was elected and proclaimed in 1976; it is now 1979. You just haven't responded to the realities that, if you close one set of facilities, you have to make sure the alternatives are in place—and the alternatives still aren't in place. You don't have seven-day programs sufficient to be able to accommodate children like the one described in the brief on page eight.

Hon. Mr. Norton: Again, I am not sure it is a problem of not having enough seven-day programming as it is perhaps an identification difficulty in terms of the location. It may also be simply the fact that we must continue to monitor the ratio of needs as far as the system is concerned, and keep adjusting on an ongoing basis. You must surely bear in mind that we are not talking about a rigid system; we are talking about one that must change and adapt constantly to try to meet those kinds of changing needs,

Mr. McClellan: Again, I don't understand how a case like this could develop; the child has been waiting 10 months.

Hon. Mr. Norton: In those particular cases, I don't understand either, in view of the-

Mr. McClellan: I assume that is one of the things you are going to try to get to the bottom of.

Hon. Mr. Norton: It is my belief that our own service within the ministry ought to have been able to help to resolve that. As I say, I don't know the answer to that yet but I intend to try to get it.

Mr. McClellan: We will again await a further progress report on the availability of seven-day programming.

Hon. Mr. Norton: And you will get a further progress report as well on these specific cases.

Mr. McClellan: I assume that, yes.

Hon. Mr. Norton: As far as closed settings are concerned, we have been concentrating the available funds on matching the funds to the child, and in a number of situations with one-to-one supervision. I don't think that approach can be overlooked in terms of the sort of secure setting that you are referring to. In fact in many instances I would suggest that approach to security is better in the interests of the child than are locked buildings. I hope, in terms of talking about security, we don't simply think in terms of locked buildings. I believe we can say there are more secure beds available in the province than there were before, if one takes into consideration, in determining security, higher staff ratios and not just psysical plant.

There will be even more such beds once the other two secure training schools are appropriating altered. I think that we have made and are making progress in that area.

The Queen Street problem, which we touched upon earlier, I think is a temporary one and one that I hope will be resolved very soon. We are working on a secure care policy which I expect to be available within the next couple of months. That will include plans for a new secure care program. The intention of it is to make, in part, some alterations to existing programs so the children are not necessarily shunted off to locked centres by programs that can't handle them. I, myself, am looking forward to being able to deal with that policy and to proceed with it.

Mr. McClellan: Is the statement in the brief correct that, apart from cottage five, at Whitby, which has six beds, there are not closed settings available for the seriously disturbed, self-destructive or severely actingout child?

Hon. Mr. Norton: As far as the numbers of beds available are concerned, I understand there are 48 beds, the same as was the case last year,

Mr. McClellan: Maybe you could provide us in writing, with the location of those beds.

Hon. Mr. Norton: Okay.

[4:00]

Mr. McClellan: You will be getting to the four-phase system, but how could it be that the five major social agencies in the region aren't aware of these beds?

Hon. Mr. Norton: Again, I don't know what the problems there are, and that again, I presume, is one of the matters that is being dealt with by those who prepared the brief and the staff of the ministry.

Mr. McClellan: But again it raises such fundamental questions about the functioning of the four-phase system that one throws up one's hands in despair.

Hon. Mr. Norton: It may be too soon to do that. Wait a moment and we will see. Concern is also expressed. I believe, about the admission criteria and the length of stay in children's mental health centres. We are aware and acknowledge that this can be a problem, but I think it is also important to bear in mind that there is also some risk of children remaining too long in such settings. With respect to admission, as I think you may be aware, we are working on a plan, pursant to the changes in the legislation, that would enable us to require children to be taken in in exceptional cases. That will be dealt with more extensively in the advocacy paper and it relates to the changes in the regulation-making power under the Children's Mental Health Services Act which we discussed last year about this time.

Mr. Cooke: If there were adequate followup, maybe the length of stay wouldn't have to be as long as it is either. I know that the follow-up from the centres, or at least the one in my area, because of lack of staff, has never been adequate. They usually turn it over to another agency for the follow-up. The other agency used to be CAS all the time. They didn't do the job with the follow-up either; so the child ends up back in regional centre at some point.

Mr. McClellan: You run Thistletown, don't you?

Mr. Carman: Yes.

Mr. McClellan: It is your facility?

Hon. Mr. Norton: Yes.

Mr. McClellan: You don't require changes in the legislation to introduce a measure of flexibility into a program that is in one of your own facilities. What are you telling me?

Hon. Mr. Norton: Is that identified as a specific problem there?

Mr. McClellan: That was the case example.

Hon. Mr. Norton: I don't know whether Dr. Beck has any comment on that or not.

Mr. McClellen: If Thistletown had not shortened the length of stay approximately nine months to one year, the child ideally should remain in their program.

Hon. Mr. Norton: Perhaps we could deal with that specific problem in terms of follow-up on that case.

Mr. McClellan: Sure, with respect to the case, but I am concerned about the question of the five-day program at Thistletown which you run and the question of apparent lack of flexibility with respect to discharge policy in an institution you run. I don't know whether admissions criteria is the problem at Thistletown or not, but you don't need regulations to deal with this; you just need to act on it.

Hon. Mr. Norton: May I just remind you, though, that again you are dealing with—and I am not at this point negating or attempting to negate what is contained there but, as has been indicated both by the people who prepared the document to us and by some of the remarks that I made earlier, it is a question of perception. I am not prepared at this point, without further information, to assume immediately that is an accurate perception until I have more information about that specific case.

There may have been very sound and justifiable clinical or other reasons for the decision that was taken, which in the absence of more information I am not prepared to pass judgement upon. All I am suggesting is that, rather than assume that is a broad problem at Thistletown, we wait until I have that further information and then we will deal with it. If it is a broader problem, then

I clearly do want to know about it and want to deal with it.

Mr. McClellan: I assume you will want to find out, if there was a dispute with respect to diagnosis and assessment and treatment plan, why it hasn't reported to the special unit, Les Fine's unit.

Hon. Mr. Norton: That is right.

Mr. McClellan: Particularly since it is somebody in an institution under your jurisdiction.

Hon. Mr. Norton: Continuing on the question of admissions, not eliminating the discussion on Thistletown, but in terms of the placing requirements to admit in certain exceptional cases, I do think that ought to be used sparingly in the interests of the child.

Mr. McClellan: I agree.

Hon. Mr. Norton: At this point in time perhaps it would be a better approach to cease funding a program that is not prepared to take children who are most in need.

Mr. McClellan: To cease funding?

Hon. Mr. Norton: If a program is going to refuse to accept children, then I think we have to look at the possibility of putting our resources into programs that will serve those children who need service. But as I say, in exceptional cases, once we have that in place we will not hesitate to make it a requirement.

Mr. McClellan: When do you suppose you will have it in place?

Hon. Mr. Norton: Probably soon after Christmas.

Mr. McClellan: First, there will be a policy paper and then changes to the regulations?

Hon. Mr. Norton: Yes.

Mr. McClellan: Again, I think it is a long-standing problem that everybody has been aware of for a long time. I just say, God-speed.

I understand the arguments that are raised by individual children's mental health centres. I had long and involved discussions about the impact of some kinds of kids on an agency's overall treatment program. I understand the arguments they raise, but I think on balance they can't be accepted.

Hon. Mr. Norton: Yes, and I have had discussions as well. I think it is fair to say that those involved in children's mental health services through their provincial association are aware of this and aware of the direction in which we are moving. I would hope that simply the knowledge of that in the interim would have some moderating effect upon their approach to these children.

Mr. McClellan: Just to finish this off, part of the context of looking at this issue has to be the question of the overall availability of resources in the first place, because it is said repeatedly by people in the field that the difficulty arises out of the shortage of treatment resources; so that, because there aren't sufficient treatment beds available, the best choices cannot be made-the best choices in terms of the needs of children for treatment. It is not a solution to cram square pegs into round holes. If there is a major disruption of existing programs because of particular kinds of children, then you need to be looking at the expansion of facilities as well as modification of existing programs, in my humble opinion.

Hon. Mr. Norton: Maybe I could move on to the four-phase system for a moment. The comments on the four-phase system, certainly on the basis of the information I have, are somewhat unfair and, I may say, damaging. One has to bear in mind that they began the options program, which is working well. However, we are redoing the whole central region plan for hard-to-place children and there will be a new approach within about a month which will alter both the organization and activities of the four-phase system.

Mr. McClellan: Why would you change a program that's working so well?

Hon. Mr. Norton: I didn't say there were not problems. I said I thought that the comments were unfair in terms of their extent, but again I am hoping that the differences there in terms of perception can be resolved somewhat through discussions.

Mr. McClellan: I don't want to just pass over this with a statement from you that within a month we'll have a new plan. I want some details about how you intend to restructure the four-phase system so that it actually works in terms of providing what it's supposed to provide and, in particular, picking up the gaps that have been identified, the lack of psychiatric backup and inadequate control over intake criteria in phases three and four.

These are not new concerns. They've been expressed in estimates committees before the service went into your ministry; when Jan Dukzsta was the health critic, and your service was in the Ministry of Health. You can go back and look at Hansard from the time the four-phase system was set up until the time you assumed the responsibility for it, and these problems have been identified almost on an annual basis.

Hon. Mr. Norton: Could I ask that we deal with that when we get to the appropriate

vote and item? The staff who have been most intimately involved in that are unable to be here today, and I think it would be appropriate to have them here as part of that discussion.

Mr. McClellan: Certainly. I didn't want to let it pass without having the opportunity to have a full understanding. I am not suggesting that you were trying to let it pass, but I just want to stress that I want a full discussion of reform to the four-phase system.

Hon. Mr. Norton: I want to assure you that I don't pretend that my comments in response to the opening remarks today are intended to be exhaustive on any of these subjects.

Mr. McClellan: I am not taking them as such.

Hon. Mr. Norton: On the question of frozen boarding rates, it's true that we did freeze the rates and we did so to enable the rate review exercise to proceed. The rates were communicated to all of the programs with, as you are aware, the right to appeal if the program persons were unhappy with the rate they received. The majority of the programs have settled or accepted the rate.

Mr. McClellan: Can you give us the numbers?

Hon. Mr. Norton: Yes. In total, there are 114 organizations operating a total of about 207 group homes.

Mr. McClellan: This is in the central region?

Hon. Mr. Norton: No. All over. Of the 114 organizations, 59 accepted.

Mr. McClellan: My arithmetic isn't very good—it's a bare majority.

Hon. Mr. Norton: Yes, but it's a majority.

Mr. McClellan: Just by the skin of your teeth.
[4:15]

Hon. Mr. Norton: If we were talking about the Legislature. Fifty-five have appealed, 10 are completed and the others are at various stages of completion. I suppose the most significant delaying factor has been awaiting the receipt of the necessary financial information from the organizations.

Mr. McClellan: Which you require.

Hon. Mr. Norton: Which is required in the review process. I think I can fairly say that the delays have not been a result of specific actions or lack of action on our part.

Mr. McClellan: Have the rate review committees been established for each of the 55 organizations that have appealed their per diems?

Hon. Mr. Norton: I am not sure.

Mr. McClellan: This is 1978 per diems we are talking about, isn't it?

Hon. Mr. Norton: It is 1979.

Mr. McClellan: The report says 1978. Sorry; they can't manage on their 1978 per diems in the current year, but they're still operating on 1978 per diems.

Hon. Mr. Norton: Yes. That's correct.

Mr. McClellan: How many group homes are involved in the 55 that have appealed to the rate review committees?

Hon. Mr. Norton: I don't have that figure. I can get it for you, I think.

Mr. McClellan: I would appreciate it if you would. They are still operating on 1978 per diem rates,

Hon. Mr. Norton: I would point out in terms of the numbers of group homes that included in the 10 that have been completed are some of those organizations that operate a larger number of group homes. If you wish, I can get you those figures.

Mr. McClellan: This is October. Do they operate on the calendar year or the fiscal year?

Hon. Mr. Norton: The fiscal year.

Mr. McClellan: It's not as bad as the children's aid society situations. Do you dispute the contention of the report that they have had to operate on 1978 per diems? Almost half, 55 as opposed to 59, are operating on last year's rates and, as the report says, there is "anxiety, anger, resentment and burn-out." More important, though, not to minimize that, the situation is affecting their willingness to admit disturbed children into treatment.

Hon. Mr. Norton: Again, as I understand the situation, the delay has been a result of the delay in receiving the necessary financial information in order to conduct a review.

Mr. McClellan: This is important to understand, because you set the requirements for financial reporting. You can either set those requirements and provide service or assistance to the operators in such a way as to speed up the process and make sure it is done expeditiously, or you can do the opposite. I have no way of knowing which of the two courses you've taken. The report says, "In fact, only a few committees will have held meetings by the ninth month of 1979," that is to say, rate review committees, and they describe the consequences in terms of access to services. So the ball is back in your court.

Hon. Mr. Norton: All I can say is that we do not prepare the financial information. We

don't have that financial information. That has to be prepared by the organizations that are involved. If they are experiencing that kind of pressure, then it would seem to me that would result in the speeding-up of the process. I would certainly hope that it would.

I want to emphasize that this is not something we have embarked upon lightly. It is something which has again and again been emphasized as the kind of scrutiny we ought to be responsibly exercising over the composition of those rates. It is quite significant, just as an example, that more than half the organizations have not contested the rate.

I don't know how we could speed up the process of preparation of that necessary information; you cannot do a rate review without the appropriate information. You just can't do it.

Mr. McClellan: It sounds like red tape running rampant.

Hon. Mr. Norton: I don't think that's red tape at all; it seems to me a simple matter of saying to an organization, "Look, if you want a rate increase, show us your financial information so we can review it with you and come to a decision as to whether or not it is justified." That seems like a forthright enough approach. There doesn't seem to me to be a lot of red tape in that.

Mr. McClellan: Let me ask you to look into it personally, not simply because it may be an interesting exercise in how a particular part of your administration works, but because of the fact it is screwing up service to children. That's the basis of the concern. It has meant a limiting of access for disturbed kids to children's aid societies.

Hon. Mr. Norton: I will try to confirm whether or not that is the case. I don't know if I can get an indication from Dr. Beck, who has been involved in a review of this document with the people who prepared it, as to whether that particular issue has been discussed. Perhaps he can give us some indication.

Dr. Beck: Very briefly. Mr. Chairman, the issue certainly has been discussed, and the boarding homes have been given a date of November 23, by which their financial data must be in.

Mr. McClellan: Just so I understand, the rate review committees have been set up for all 55, or they can't be set up until the financial data is received?

Hon. Mr. Norton: Dr. Beck indicates they have all been set up.

Mr. McClellan: How many have financial data outstanding?

Hon. Mr. Norton: I can't tell you, offhand, what that figure is.

Mr. McClellan: Can Dr. Beck tell us? Oh, he can't?

Hon. Mr. Norton: He personally is not, I believe, involved directly in that process.

Mr. McClellan: Of the 55, I would like to know how many have provided the requisite financial data, how many rate review committees have actually started to meet to review the material they have received, and how many of them are still awaiting receipt of the material.

Hon. Mr. Norton: I would be glad to give you that information. I can't do it offhand, but we will get it for you.

Mr. Carman: Mr. Chairman, if I may answer Mr. McClellan's specific question about the orientation of the ministry to this process, it is to the latter option he mentioned, which was as quickly and as expeditiously

as possible.

I think the figures give a somewhat misleading impression. It looks as if there is still a large number outstanding; in fact, some of the organiations with the largest network of group homes have already been dealt with. As a consequence, if you go to the number of places—and we will also get this information—rather than the number of organizations, it would show a greater proportion of beds have already been settled than is indicated by the figures.

Mr. McClellan: If we could have all that information, it would be appreciated.

Hon. Mr. Norton: Moving on to the concerns raised with respect to children's aid society funding: In view of the decision we have made today in terms of a detailed accounting to you of the funding decisions of this year, I think probably it would be point-less to go into any depth on that today. We can pursue that, whether it is next Wednesday or following next Wednesday.

Mr. McClellan: The thing I simply cannot comprehend is how it's possible that 10 societies have received increases of less than five per cent, according to the Ontario Association of Children's Aid Societies. That includes the base increase, which I understand from all the minister's speeches and press releases and such, will average five per cent, plus the new initiative money. Again, I. don't understand how it can be that the Niagara Children's Aid Society can receive an increase, incorporating the base plus new initiative money of 3,6 per cent, and yet can

be in the position that it has to ask its workers to take a five per cent cut in salary to prevent the agency from going belly up. That doesn't sound like any kind of rational budget process whatsoever.

Hon. Mr. Norton: What we can do is go into those specific cases you have raised and explain what has happened. Some of those situations were not as a result of decisions taken by us, but I will explain to you how that is the case when we go through them in detail.

Mr. McClellan: We may need more than one day.

Hon, Mr. Norton: We may very well. We might even be able to take up the next 20 hours.

Mr. McClellan: It's entirely possible. Again, I will remain in a state of complete mystification until this marvellous unfolding transpires. And I'm sure I'll still be mystified. In the meantime, what are you going to do about the Algoma Children's Aid Society?

Hon. Mr. Norton: Perhaps I could touch briefly on that. I was going to say that obviously—but I'm not sure you would agree that it's obvious—I am very much concerned about the situation in Sault Ste. Marie and the Algoma society.

Mr. McClellan: Everybody's concerned about it. I want to know what you intend to do about it.

Hon. Mr. Norton: We will continue, as we have done, to monitor the situation as closely as we can, discharging our responsibility under the legislation in terms of trying to guarantee that children are not at risk. I would point out, as you may be aware, that the difference that exists between the parties at this point, as I understand it, is—

Mr. McClellan: Minuscule.

Hon. Mr. Norton: The difference is between a 24 per cent offer and a 28 per cent demand,

Mr. McClellan: What does it translate into in dollars?

Hon. Mr. Norton: In dollar terms it's not a large figure. I'm not sure, offhand.

Mr. McClellan: Isn't it somewhere in the vicinity of \$10,000 or \$11,000? It's certainly within the range of \$10,000 to \$18,000. Do you have a more precise figure?

Hon. Mr. Norton: It's about four per cent of \$500,000.

Mr. Carman: Or slightly under that.

Mr. McClellan: Which is how much? I want to hear from you how much.

Hon. Mr. Norton: We'll get it for you, if it's precise figures you want. I don't know off the top of my head what the precise figure is.

[4:30]

Mr. McClellan: You agree that it's between \$10,000 and \$18,000? You are allowing a children's aid society with one of the most difficult caseloads in Ontario to remain closed for almost four months on a difference of something between \$10,000 and \$18,000. Does that make sense?

Hon. Mr. Norton: You must also bear in mind—and I don't know if this is what you're asking or not—

Mr. McClellan: Just so it's clear what I'm asking—

Hon. Mr. Norton: —but in the midst of the collective bargaining process taking its course, you are asking that I move in and say: "Here's the money, End the process."

Mr. McClellan: That's precisely what I'm saying.

Hon. Mr. Norton: You have to bear in mind the broader responsibility I have in terms of children's aid societies across this province and the implications that would have for the collective bargaining process. I don't deny that what you're suggesting is, I'm sure—to many—a very appealing kind of activity on my part. But in terms of the total picture I suggest it is a very simplistic solution.

Mr. McClellan: You cannot pretend you are not a party to any bargaining that takes place within children's aid societies. You are the source of 80 per cent of their budgets. It's as simple as that. You're the one who makes the decisions about the budget; you can't pretend you don't. You have established very tough ceilings on their budgets, and you have said they can't exceed them. When they get into a labour-management dispute, they can't solve it because you won't permit them to solve it. You should be at the bargaining table, along with the other two parties, at least, perhaps, as a "fly on the wall," as Bud Germa would say. But you're as much a party to management—

Hon. Mr. Norton: You'd love to see me in that situation as long as you've got a fly swatter in your hand.

Mr. McClellan: I'd use Raid myself.

But you can't pretend you're not a party to the process, because you are. To pretend you are not a party to the process is shirking your responsibilities as minister. You're the one who has imposed the ceiling that prevents management and labour from reaching an accommodation.

We go back to the fact that the society has been closed for three and a half or four months, I simply don't believe you when you say the requirements of the Child Welfare Act are being fulfilled. I don't understand how you could believe it yourself.

Hon. Mr. Norton: I agree that during a period of a dispute such as this optimum service cannot be offered. I'm not suggesting—

Mr. McClellan: We're talking about the protection of children at risk. Don't use fancy terms.

Hon. Mr. Norton: The services suffer; there's no question. I guess we will simply have to agree that we disagree upon the interpretation of the appropriate degree that I, as minister with specific responsibilities which I have, ought to be involved in this particular situation. I don't think in the course of our discussions here that either of us is likely to change his position on that.

I don't suggest this is entirely relevant to the discussion, but I think one has to bear in mind that as societies generally are concerned the Algoma Children's Aid Society, over the last number of years, has received a budgetary increase in excess of 20 per cent. I believe it's 22 or 24 per cent.

Mr. McClellan: Over what period?

Hon. Mr. Norton: Since 1975; that has been the average annual growth in the budget. To put it in context, during that period of time the average rate of growth in children's aid society budgets across the province has been approximately 12 per cent. If the presumption is that that society has been underfunded in some way, in relative terms or otherwise, then one has to look at the historical material. I may sound as if I'm trying to be guarded, and I am; I do not wish to exacerbate an already difficult situation in Algoma.

One has to bear in mind there may be other strategies being pursued in that dispute. I do not wish to be presumptuous and jump into a situation like that with the broad implications it could have for every children's aid society across the province. I do believe we have treated that society fairly in terms relative to the other societies across this province. I do think they have been doing the best they can in a very difficult situation during the period of this dispute.

With specific reference to the concern you raised a few days ago in the House—and perhaps yesterday as well in your remarks on the question of the supervision orders—we

have pursued that. We are assured that out of 75 orders, the overwhelming majority of them are being supervised. It is indicated there are 18 orders where there is some question as to the adequacy of the supervision. I am now awaiting a report on the adequacy of the supervision of those 18 orders.

Mr. McClellan: That's contempt of court.

Hon. Mr. Norton: I said there is a question that I want resolved as to the adequacy of the supervision of those 18 orders.

Mr. McClellan: And I'm saying that's contempt of court.

Hon. Mr. Norton: I would suggest to you, with respect, that—

Mr. McClellan: Those are court orders that are not being obeyed.

Hon. Mr. Norton: That is obviously a matter for the court to decide. I have indicated to you already what my opinion and my advice is on that.

Mr. McClellan: If the Attorney General were worth his salt, he would make sure action was taken.

Hon. Mr. Norton: I trust you will at least wait before you make any further judgements on what the situation is with respect to those 18 reports.

Mr. McClellan: It doesn't jibe with the assurances you gave us in the House the other day, with respect.

Mr. Cooke: That's 20 per cent of the supervision orders.

Hon. Mr. Norton: I indicated to you in the House that my best information was that those orders were being supervised.

Mr. McClellan: Then your information was obviously incorrect.

Hon. Mr. Norton: I have yet to know that.

Mr. McClellan: You have information, I gather, questioning the adequacy of the supervision of 18 out of 75 supervision orders.

Hon. Mr. Norton: Yes.

Mr. McClellan: You haven't dealt with the question of whether the remaining supervision orders are being obeyed according to the term of the order. What you said was they are being supervised. I don't know what that means. But I have to say that I doubt it means the letter of the orders, as issued by the court, are being followed.

Hon. Mr. Norton: That is what I mean. They are being observed.

Mr. McClellan: Fully in terms of what the court instructed?

Hon. Mr. Norton: That is my understanding, yes.

Mr. McClellan: And 18 are not?

Hon. Mr. Norton: I am awaiting specific information on the 18 where there was some question raised by our staff in the course of a meeting with the society.

Mr. McClellan: The society, I assume, has told you 18 of the 75 orders aren't being enforced.

Hon. Mr. Norton: And I am waiting for information on that.

Mr. McClellan: I assume that's the information. The information is that the society has told you that 18 out of the 75 orders aren't being enforced. I don't understand what you're saying; what further information are you awating?

Hon. Mr. Norton: I am advised that during the last several days they have been actively working on those 18 cases.

Mr. McClellan: Yes, I understand that.

Hon. Mr. Norton: I am awaiting assurance that they are being adequately supervised.

Mr. Cooke: What about the children who are in care under the provisions of the Child Welfare Act for reports and visits, now that reports have to be made every three months on children in care? What about those types of things? Are there any children in care where those particular parts of the Child Welfare Act are not being followed, with regard to regular visits, social histories and that type of thing, which are all supposed to be met under the Child Welfare Act?

Hon. Mr. Norton: I will get that information for you. To the best of my knowledge, those responsibilities are not being neglected. They may be being carried out at a less than optimal level.

Mr. McClellan: I don't know what good that is.

Hon. Mr. Norton: There is no way during the course of such a dispute that one can expect there will be no disruption of service.

Mr. Cooke: Those are basic requirements under the act.

Mr. McClellan: What is the meaning of the act if it is not followed?

Hon. Mr. Norton: You must accept, or someone must accept, that there are several parties that have responsibility in this kind of situation.

Mr. McClellan: The buck stops on your desk.

Hon. Mr. Norton: That's right. I will do my damnedest to make sure that children do not suffer as a result of that dispute. Mr. McClellan: There's only one way to do that.

Hon. Mr. Norton: Your solution, Mr. Mc-Clellan, I respectfully suggest, would create far more problems than it would resolve. We may just have to agree that we're going to disagree on that.

Mr. McClellan: Let's back up for a second. When the children's aid societies came halfway into the public sector in 1965, nothing was done about inequities among the 50 different communities. When the children's aid societies were voluntary agencies, some communities had a capacity to raise a lot of money and some communities did not have a capacity to raise a lot of money. The salary levels of child-care workers evolved on the basis of the ability of each individual community in this province to raise voluntary dollars. Those inequities among different regions of the province for child-care staff have never been solved. Potentially there are different salary levels in each of the 50 children's aid societies.

There are workers in one children's aid society doing identical work to society workers in another part of the province who are being paid enormously less for exactly the same amount of work. The ministry recognizes this in its own budget formulas when it describes their salary levels as falling into the low, medium or high range. As long as these kinds of inequities exist, you're going to have this kind of labour-management strife, you're going to have strikes and you're going to have disruption in service. You don't tolerate those kinds of regional discriminations for people who work in the Ontario civil service.

If I work in Kenora and I'm a classified social worker at a certain level, I get exactly the same salary as somebody who has the same classification in Toronto. I don't have to put up with that kind of economic discrimination in the public sector, working as a classified civil servant. Why do you insist that child-care workers in what I think is the most difficult social work job that it's possible to do, working in a children's aid society, have to experience this kind of economic discrimination on the basis of an accident of history?

That's the cause of this strike in Sault Ste. Marie. It's the cause of most of the labour-management tension within children's aid societies in different parts of the province; and here you are digging in your heels on a matter of what you see as high principle for something involving about \$18,000 at the most, going to the wall on it, saying you

can't back off and trying to pretend that things are under control there. My concern is that things are not only out of control, and I think what you have said today indicates the degree of danger, and that is what we are talking about, but also that if it isn't solved there will be a tragedy.

[4:45]

Nobody's principle is worth that risk. We are not risking our own skins; we are risking somebody else's. I say again to you: Back off, settle the dispute and establish some kind of process of review of child-care salaries in this province, with a view towards rationalizing them and with a view towards establishing a single classification system in co-operation with everybody who needs to be involved in that process, so that you don't have these kinds of regional discriminations from society to society. I put it to you that that is the nature of the dilemma you are in; that is, the regional variations in salary levels. The best you can do now is to settle this dispute by whatever means. You know, with \$18,000 you could donate your minister's salary, settle the strike and be a hero.

You could solve that dispute very painlessly by initiating a process of review with respect to salary and equities, and by coming up with a rational solution to what is a continuing absurdity.

Hon. Mr. Norton: I don't deny there are inequities. I point out, as I am sure you are already aware, that it is not possible to redress those inequities all at once. For at least the last two years—I am not sure whether it predates that or not at the moment—we have been engaged in a process of varied salary budget increases to societies which take into consideration those discrepancies.

The discrepancies go beyond that as well if one looks at their per capita expenditure—on a society basis for the community they serve. There are significant discrepancies there as well. We have been addressing, in co-operation with the Ontario Association for Children's Aid Societies, that specific kind of problem in terms of funding formula. I fully expect we will be able to make some significant moves in the next budget year in terms of addressing those. But I don't pretend that they will be redressed in one fiscal year.

Mr. McClellan: The way you are doing it, as I understand it, children's aid societies, like the one in Essex, were penalized because they had relatively high salaries. They couldn't cut back those salaries; so they let go 10 or 12 employees in order to save money on salaries. That doesn't solve the problem; it just cuts back on staff.

Hon. Mr. Norton: That's true. But what you were suggesting is not possible: to put all of the salary allocations into a pot and distribute them equally. If that were possible, it would be fine; that may be something that could be done in one year, but obviously that is not possible.

Mr. McClellan: You know that is not remotely close to what I'm suggesting.

Hon. Mr. Norton: I realize that, But that's what I'm saying. What you are really saying is that there should be a massive increase in salary allocations, to bring everyone up to the level of the highest in the province. We cannot do that. You know that. We have to approach it on a more gradual basis, and that is precisely what we are trying to do.

In terms of intent, we are doing exactly what you are asking. In terms of the rate at which we can achieve it, that's another

matter.

Mr. McClellan: Well, we know what you are doing, and it's manifested in the strike in Sault Ste. Marie.

Hon. Mr. Norton: Again, I feel uncomfortable getting into discussing a lot of details about that situation, because I am concerned that it may exacerbate rather than help the situation.

Mr. O'Neil: I wonder if I could ask the minister a question. You are saying you are working towards that; have you ever estimated how much it would cost if you did that?

Hon. Mr. Norton: Offhand, I don't know, but we could give you an estimate on it.

Mr. O'Neil: What are you talking about approximately?

Hon. Mr. Norton: I don't know, but we can give you an estimate on that.

Mr. O'Neil: You are talking millions of dollars?

Hon. Mr. Norton: Yes. I would think quite a few million dollars.

Mr. McClellan: You are never going to be able to upgrade the level of service to children's aid societies at the kind of salaries that you pay. In Sault Ste. Marie, you get more by working as a clerk in the Liquor Control Board of Ontario store, with two years' experience, than you do as a child-care worker with two years' experience.

Hon. Mr. Norton: May I just point out that a social worker with a bachelor of social work, in the Algoma society, as I understand it, is paid almost precisely the same as a bachelor of social work in the employ of the public service of Ontario, within a matter of a few dollars on an annual basis. I would also point out that the average 24 per cent increases over the last several years have enabled significant strides to be made in terms of that society; so I think I can say with confidence that they compare very favourably with their neighbouring societies.

As I say, I am not sure that further discussion of those specifics at this point is going

to help the situation at all.

Mr. McClellan: I can understand why you wouldn't want to discuss it. I think I have made the point that I wanted to make, that if you wanted to solve this you could do it this afternoon.

Hon. Mr. Norton: I hope I also have made the point that I wanted to make.

Mr. Chairman: Does that complete the responses to the leadoffs, Mr. Minister?

Hon. Mr. Norton: No, it doesn't, Mr. Chairman. I am sure that some are wishing it did.

In view of the absence of Mr. Blundy, perhaps I could defer dealing specifically with his concerns about elderly persons' centres until he returns. Perhaps reserve that until it comes up in the vote, but I will deal with that. I am sure he would like to be here, or maybe he's away because he wanted to be spared; I don't know. I will deal with that later.

Perhaps I could deal with another matter that is of concern to Mr. McClellan. Yesterday, he commented on the changes that we are introducing in the part-time work incentive provisions and the family benefit. My recollection is that he raised two specific concerns on the part-time incentives. First, he wondered why the ministry had reduced the incentives for part-time work for family benefits recipients. Second, he asked what the implications of the change were for family benefits recipients who do work part-time. Perhaps I could try to respond to those concerns, and I am sure he will have some further questions.

Prior to the introduction of the full-time work incentive provisions, there was an unintended imbalance in our earning provisions. Although many single or sole-support mothers on famly benefits had indicated that they wished to become self-supporting, there was in many cases very little, if any, financial incentive for them to undertake full-time

employment.

One of the problems was that many of the mothers could only obtain relatively low wages in their employment, initially at least. Another obstacle was that, for some of the persons involved, the previous part-time

work incentive provisions plus the family benefits allowances provided a higher net income than would full-time work or full-

time employment.

Perhaps I could just illustrate that point: For example, if we were to take the case of a family benefits recipient, a sole-support mother with two children who wished to return to full-time employment, under the former part-time earnings provisions she would be entitled to earn a total of \$120 a month with no reduction in her benefits entitlement. Her benefits entitlement would be \$431. Therefore, if one adds together the total of those two, her total income from family benefits and part-time earnings would be \$551.

If we were to assume she had an opportunity for full-time employment starting at something like \$3.75 an hour, just to use a figure, full-time employment at that wage would provide only a gross income of \$645 a month. Although higher than the other combination, out of that amount she would have had to meet additional work-related expenses, as well as pay at least part of her benefits such as OHIP and drugs which, had she had remained on family benefits, would have been provided.

After the additional expenses, the recipient might be no better off financially and quite possibly might have a lower real income than if she had remained on family benefits and

worked part-time.

In effect, there was an imbalance in the system which favoured social assistance and part-time earnings over full-time employment. Consequently, many persons who wished to work full-time were actually discouraged from making that step. I might add this point has been made to us by both current recipients and former recipients, who

have left the program.

We felt we should be doing whatever we could to help people who did wish to take this step or initiative. As a result, we introduced the full-time incentive provisions to provide financial assistance and fringe benefits and greater security to assist those who wished to leave the program and become self-supporting. By introducing the program we still believe, in spite of the concerns Mr. McClellan and others have raised, that we have at least taken a significant step towards resolving some of those problems.

While we introduced incentives for fulltime employment, we did not ignore the need to make improvements in part-time earnings provisions for those who chose to remain on the program. While we recognized the need to also provide improvements in the part-time work provisions, we were aware that we did not wish to reinvest, if you wish, the problem we had been attempting to redress. That is, if we simply increase part-time incentives using the old approach, we would offset the effect of the full-time incentives and recreate a situation in which there continued to be a disincentive, an economic disadvantage for persons who wish to work full-time. We looked for an approach that would provide the greatest benefits to the largest number of recipients without either continuing or recreating a problem.

[5:00]

Mr. McClellan: The Elizabethan Poor Law spirit is alive and well.

Hon. Mr. Norton: Given the earnings patterns of family benefits recipients, the best method appeared to be to increase work expenses allowances and earnings provisions for the disabled, to modify the tax-back rates for all cases, and to increase the earnings-averaging provisions for family benefits recipients from three to four months.

I would like to turn to Mr. McClellan's second question relating to the implications of those changes for the recipients. As of June of this year, there were 114,000 family benefits recipients, of which 10,378 had parttime earnings. Fifty-four per cent, or 5,604 of the recipients with part-time earnings will not be affected at all by the changes, as their earnings were below the earnings exemption level.

Mr. McClellan: The paltry sum you permit them to keep.

Hon. Mr. Norton: However, I would point out there will be greater incentives for that particular group to earn more under the new provisions, as the tax-back rate on the first \$100 earned above the basic exemption has been reduced from 75 per cent to 50 per cent.

Mr. McClellan: I am sure he is reading this.

Hon. Mr. Norton: Yes, I am, because I don't want to make any mistakes. Another 37 per cent, or 3,802 recipients with part-time earnings will immediately gain as a result of the increased exemptions and the reduced tax-back rates. In addition, this group will not only gain in absolute dollars but they will also realize a much higher rate of return on the money they earn. That is, in the vast majority of the cases, recipients either will actually retain a greater amount of their earnings or will have improved incentives to increase their earnings. For example, under the old rules, a mother with two children had to earn \$240 in order to keep \$150. Under

the new rules, she would only have to earn \$180 in order to retain \$150. Similarly, under the old rules she would have had to earn \$320 in order to keep \$170, whereas now she would only need to earn \$220 in order to retain \$170.

In the case of a single disabled person, it previously took \$420 in monthly earnings to realize \$150 under the old rules, while this amount now can be retained with earnings of only \$175.

Mr. McClellan: Repeat that with your eyes closed.

Hon. Mr. Norton: I think, therefore, the changes will provide recipients with a very real and significant new incentive to realize part-time earnings.

I would like to return, if I might, to the remaining nine per cent, or 972 recipients, who in theory would be adversely affected by the new treatment of part-time earnings. I would like to make two major points.

First of all, all of this group will be able to continue under the old rules if that is to their advantage. As a result, no one will actually experience a real loss as a result of the new program; that is, they will be, one might say, grandfathered.

The figure of 972 cases is a little misleading because of the caseload composition of that group. If I could just elaborate on that latter point—I hope you're getting all this, Mr. McClellan—

Mr. McClellan: I intend to read it after Hansard prints it.

Hon. Mr. Norton: -258 of the 972 cases are recipients of GAINS D. In most of those cases, the earnings are attributable to the spouse of the disabled person. These cases would not be adversely affected, as their earnings can be averaged over a six-month period. Therefore, the actual amount of earnings subject to recovery will be substantially less than the reported amount.

Similarly, in those cases where earnings are relatively high, they would be financially better off if they took advantage of the more generous full-time incentives. I am sure this must sound very confusing.

Mr. McClellan: Oh, no.

Hon. Mr. Norton: The remaining 714 recipients—that is, 714 out of the 972 cases—are sole-support mothers. However, the reported monthly earnings of those mothers are artificially high because a number of that group are taking advantage of the earnings averaging provision and, as I indicated earlier, the actual amount of earnings subject to recovery will be substantially less than the reported amount.

In this respect, I would like to mention that one of the changes to the part-time earnings treatment is an extension of the averaging period from three to four months. That extension should result in a greater flexibility and should further reduce the amount of earnings that are subject to recovery for that group.

In addition, 99 of those mothers have earnings in excess of \$500 and could well be financially better off if they took advantage of the full-time incentives. In effect, only a minority of the 972 cases would be negatively affected by the changes. They would be allowed to continue under the old provisions so that no one who is currently engaged in employment will suffer any real loss.

I think we have taken two very positive steps. First, we have introduced a new and badly needed program to assist family benefits recipients to become self-supporting. I might note that to the best of my knowledge it is the only program of its kind in the country at this point in time and, as such, represents a significant new initiative.

While our changes in part-time provisions represent a departure from previous practice, I think it's clear that those provisions will be of benefit to the vast majority of family benefits recipients who undertake part-time employment, and there ought to be no one who is adversely affected by the changes.

That may not redress the concerns, but I hope that it at least puts the concerns in context. It may give rise to some further discussion. Maybe you wish to delay that until after you have had a chance to read the rendition.

Mr. McClellan: Yes, I would like to have some more discussion of this. I don't intend to do it now, except to say that the point where we are still at variance is that you continue to reiterate the old Poor Law notion of less eligibility, which comes from the Poor Law Reform Commission of 1834. It's still the underpinning of your approach to the relationship between social assistance and employment.

Hon. Mr. Norton: Would you explain to me what the principle is?

Mr. McClellan: Yes, the principle simply is that at no time shall a social allowance exceed the lowest wage paid for employment. At no point, shall a social assistance rate exceed the lowest wage paid to anybody who is working.

Hon. Mr. Norton: It seems to me, if I can briefly respond at this point, if you look at

the work incentives program, that is clearly on the cards.

Mr. McClellan: That was the argument you gave us.

Hon. Mr. Norton: In fact, one of the con-

Mr. McClellan: You just finished giving us the argument.

Hon. Mr. Norton: No, we were-

Mr. McClellan: The reason you adjusted—let me just develop the point.

Hon. Mr. Norton: All right.

Mr. McClellan: The reason you designed the program the way you did was because there was an anomaly from your point of view, and the anomaly was somebody who was working in the labour force wasn't in a position of significant economic advantage over somebody who was on social assistance working part-time. That is just a reiteration of that old hoary notion.

Hon. Mr. Norton. Did you say hoary or Tory?

Mr. McClellan: Both. You can say "thoary" when you combine them both. It doesn't address the issue I tried to argue has to be addressed. The issue is the poverty position of single-parent mothers and their children, or disabled recipients of social assistance and their dependants. If you are not prepared to raise social assistance rates to a level above the poverty line, and you are not prepared to permit people to stay on social assistance and supplement their social assistance through part-time employment and permit them to keep sufficient income to raise themselves above the poverty line, then your policy statement is very clear. It is if you are going to be on social assistance in this province, you're going to live in poverty.

You have addressed a particular concern from a particular perspective, but it doesn't answer the questions I have tried to raise in here with respect to the adequacy of programs. We are talking about 100,000 children. Let us not forget what we are talking about. We are not talking about some abstract economic theory; we are talking about 100,000 children who are growing up dependent upon the people of Ontario through their government for their income. We are simply saying, "Stay in poverty, because the only way you will be permitted to rise out of poverty is if you go to work." That fails to take into account the reality that, for many families, their child-care responsibilities require them to stay at home. You can't have it both ways.

I don't want to get into prolonged debate, but I want the opportunity to review the material Glen wrote for you and to get into some discussion about that, because there is a fundamental philosophical difference between our two positions.

Hon. Mr. Norton: I presume there is. I am quite confident there is some philosophical difference.

Mr. McClellan: I feel that you, as a red Tory, have an obligation to transcend—

Hon, Mr. Norton: Partisan differences? Mr. McClellan: These kinds of things.

Hon. Mr. Norton: I want to make one thing clear. My history is really not very good, but if you really did mean to refer to the poor laws as a Tory—whatever it was—

Mr. Cooke: Were you in power then, too?

Hon. Mr. Norton: Didn't they originate in Britain? I suspect if you really check, it was probably a Liberal who wrote the document.

Mr. McClellan: Oh, you are absolutely correct. That is why I say it. These are weak measures you are unconsciously perpetrating, and your roots require you to reform.

Hon. Mr. Norton: I just didn't want all this comfortable silence over here to go on indefinitely. You've got to balance things.

Mr. McClellan: Now I'll attack Mr. Blundy.

[5:15]

Hon. Mr. Norton: I would point out that I think you are confusing two things. One is that within a program, where I think it is important that there be some coherence—

Mr. McClellan: Coherence with our income maintenance program?

Hon. Mr. Norton: Absolutely, that is what our objective is: sensitive, humane but nevertheless coherent, because sometimes things will be coherent but inhumane and insensitive.

Mr. McClellan: Nothing could be more inhumane.

Hon. Mr. Norton: —but that is not us.

There is the distinction within the program between the benefits available to persons who are able and interested in working full-time as opposed to working part-time. It seems to me, if one accepts the concepts of incentive in this context, it is important that there be some distinction, if possible, between those two positions.

I assume your comments relating to persons in full-time employment were aside from this program. One of the concerns I and others have is that there is a very high likelihood there will be persons who are full-time in the work force outside the parameters of this

program entirely who make less than is possible for one in this program.

My concern is not because of the Liberals' poor laws, but because of the-

Mr. O'Neil: I can't get into this; I can see that now. It is your turn today; ours will come tomorrow, and we will be well prepared. Just don't be—

Hon. Mr. Norton: I won't be here tomorrow. It won't be until next Monday, will it?

Mr. O'Neil: We'll be here Monday.

Hon. Mr. Norton: However, as I have indicated, I think that problem is something that has to be addressed outside the program of my ministry.

Mr. McClellan: I agree.

Hon. Mr. Norton: I think in view of our limited experience, that income supplementation over the last few years—my personal bias is that really ought to be dealt with through the income tax system.

Mr. McClellan: And minimum wage legislation and a whole variety of red tape.

Hon. Mr. Norton: I just say that—and I say it somewhat tongue in cheek, I admit—I give a terribly pessimistic view of the world.

Mr. McClellan: The problem is, I have a lot of constituents who work at the minimum wage.

Hon. Mr. Norton: I have too; but because a particular program has not redressed all the inequities in our society, let us not overlook the fact that we may have made some progress.

You must find politics very frustrating at times—I know I do—because of the difficulty in achieving the kinds of things I am sure we would all like to achieve as quickly as possible. There are realistic limitations to what we can do in a given time frame. All I am saying is, don't damn the whole program because we haven't resolved all the problems. I would never pretend we have resolved all of the problems, but I think we have taken perhaps one small step. I hope and I believe it is a significant one, that will be of benefit to many people.

Mr. McClellan: I suppose it is your job to pat yourself on the back, but it is not my job.

Hon. Mr. Norton: Somehow I got the impression that was the interpretation of your role. I did not mean to sound as if I were patting myself on the back. But I do think—

Mr. Cooke: You got five minutes of praise from the minister—

Hon. Mr. Norton: —in case we lose all hope, that once in a while we have to recog-

nize there is significant movement and progress.

Mr. McClellan: As I say, we will have an opportunity to discuss it in relation to its significance.

Hon. Mr. Norton: He's going to dash all my hopes.

Mr. Chairman, I appreciate the time that has been allotted to this discussion. I am sure there will be considerably more on these subjects and others. There are some issues I didn't deal with in detail in my opening remarks, but I am sure they will be dealt with in the discussions of the votes and items as we go through the estimates. I can tell by the look of my honourable friend over there he is just chomping at the bit.

Mr. O'Neil: Mr. Minister, Mr. Blundy had two or three other long-standing engagements in Sarnia. That is the reason he is not here today. But he will be back Monday, and I will mention your comments.

Hon. Mr. Norton: Yes. I have reserved one. I may just give it to him by hand and we can discuss it later.

Mr. Chairman: Shall we proceed with the first vote and item 1, administration main office?

Mr. McClellan: Would it be appropriate to adjourn?

Hon. Mr. Norton: We can just pretend it is 5:30 and add another 10 minutes on to the time later.

Mr. Chairman: I suppose, if it is the wish of the committee, we can call it for today; then next Wednesday we will go to 5:40.

Hon, Mr. Norton: If I might, I would like to give one small bit of information that may now seem irrelevant in view of the discussion we have just completed. I was concerned at the perception that there was a shortage of appropriate residential beds in the province—I cannot recall the specific comment Mr. McClellan made. But one of the problems we are experiencing with regard to rate reviews. I have forgotten exactly where it came from.

Mr. McClellan: I raised it in the context of admissions criteria.

Hon. Mr. Norton: I am sorry; I don't recall specifically. I accept that.

I would point out that, now we have developed an inventory of available places, the information indicates we run, provincially, at approximately 82 per cent of capacity. So one of the problems we have to recognize—I think my reference was to knowledge of availability of resources and accessibility.

Mr. McClellan: But that is not a helpful statistic, because we don't know what kind

of capacity you are talking about. You haven't defined capacity. The individual operators are prepared to define capacity for themselves, and that is not a helpful statistic.

Hon. Mr. Norton: Perhaps I could have Mike Ozerkevich, or someone from his staff, discuss this thing later in greater detail.

Mr. McClellan: See if he can break that down.

Hon. Mr. Norton: I believe he can.

Mr. McClellan: If he can break it down according to needs or treatment categories and then have an understanding of capacity in relation to specific kinds of disturbance,

then we can make an assessment. I suspect there are some areas where your occupancy is in excess of 100 per cent.

Hon. Mr. Norton: We can break it down for you in types of service that are offered in these. I can't at the moment, but we will do that. That has been one of the problems we have encountered in terms of rate reviews too—the problems of occupancy rates. It creates problems for some of the group home operations.

Mr. Chairman: The committee is adjourned until Monday next.

The committee adjourned at 5:23 p.m.

## **CONTENTS**

	Wednesday,	October 2	4, 1979
Opening statements, concluded	•••••		S-997
Adjournment	*****************		S-1026

## SPEAKERS IN THIS ISSUE

Cooke, D. (Windsor-Riverside NDP)
Gaunt, M.; Chairman (Huron-Bruce L)
Johnson, J. (Wellington-Dufferin-Peel PC)
McClellan, R. (Bellwoods NDP)
Norton, Hon, K.: Minister of Community

Norton, Hon. K.; Minister of Community and Social Services (Kingston and the Islands PC) O'Neil, H. (Quinte L)

From the Ministry of Community and Social Services: Beck, Dr. K. N., Regional Director, Central Regional Office, Children's Services Division Carman, R. D., Deputy Minister



No. S-36

# Legislature of Ontario Debates

Official Report (Hansard)

**Social Development Committee** 

Estimates, Ministry of Community and Social Services



Third Session, 31st Parliament Monday, October 29, 1979

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

# CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario. Editor of Debates: Peter Brannan.



# LEGISLATURE OF ONTARIO

MONDAY, OCTOBER 29, 1979

The committee met at 3:35 p.m. in committee room 1.

## ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES

Mr. Chairman: We'll convene the committee. We are on vote 2901.

On vote 2901, ministry administration program; item 1, main office:

Mr. Young: Mr. Chairman, I spoke to the minister earlier today about a letter which I had received just this morning from a dental surgeon in my riding, with a copy of a letter he sent to the Minister of Health (Mr. Timbrell), with copies to a Mrs. Carmichael, to the member for Armourdale (Mr. Mc-Caffrey), the Minister of Education (Miss Stephenson), the Minister of Community and Social Services (Mr. Norton), and to me. This is a matter which should have gone directly to Mr. Norton, but the gentleman did not realize that the matter concerned him instead of Mr. Timbrell.

I can perhaps best bring it before you by putting the letter on the record. It is from Dr. Arthur Train, dental surgeon at 75 Four Winds Drive. It reads:

"Dear Mr. Timbrell:

"I am writing this letter in hopes that maybe something will be done about an institute which does not deserve to be open to patients. The institute in question is the Huronia Regional Centre, I have a patient, George Carmichael, who unfortunately must stay there. In August this year, I went up to the institute to pay a visit to my patient. What I saw and have heard since has turned

my stomach.
"When I entered the building through a back door, I was confronted with patients lying on the floor, moaning, and in a filthy state. The hallway in which they were was also filthy. The two staff members present seemed to be so engrossed in themselves that they were not only not watching the patients but were unaware that I was there for a

few minutes.

"After regaining my composure I asked where I could find George, One of the staff immediately showed me where he would be: in the dining room.

"Well, Mr. Timbrell, when I walked into the dining room, I was further appalled. It

was so filthy in there I would not feed pigs in the room. There seemed to be no signs of assistance to the patients at all. The staff that were involved in this room all looked like they hadn't bathed or shaved in weeks. When I asked where my patient was I was told he was on leave of absence. Apparently his family is so disgusted with the place that they take every opportunity to bring him to Toronto for short stays.

"In the last year or so, George has been telling me how bad it is there, but I never really believed him. Now I feel he is 100 per cent correct. His mother also feels the same way, but hesitates to say anything. She also does not know who to turn to. Mrs. Carmichael tells me that his room is always filthy and in a shambles. The staff are too lazy to give him his medication like a human being, so it is mixed with his food. One of his medications is so bitter, it makes the food impossible to eat.

"At present George is being punished for telling his mother too much of what goes on. For example, he complained to his mother that the staff would come to their rooms at 11 to 12 midnight and blast their radios and TVs and keep my patient awake until all hours of the night. Naturally, they ignored his complaint; and when he told this to his mother and she complained they denied this. If it is not true, then how does George know which programs they watched and what they talked about? For this he is being punished. He must return immediately to his room after his workshop time.

"George may not be 100 per cent mentally, but believe me he is as sharp as a razor. He has a strong will to learn and accomplish, but they do nothing but hold him back. This institute treats him I am sure, and treat the rest, like animals.

"The purpose of this letter is to bring this 18th-century-run institution to your attention. I realize that nothing can be done immediately when dealing with governmentowned institutions. However, I am hoping that this letter will not just be read and put aside, but that you will personally inspect this institution and have it cleaned up. I am truly ashamed to say that the government that I have elected is not interested in the

many institutions it runs. Please do not hesitate to call if you have any further questions. "Yours sincerely, Arthur Train, DDS."

This was accompanied by a letter to me to press this matter. I bring it to your attention, Mr. Chairman, and to the attention of the minister because too often letters of this nature don't always get to their ultimate destination, on the minister's desk. I ask for your comments and for your information as to the situation in Huronia at the present time.

Mr. Chairman: Mr. Minister?

Hon. Mr. Norton. Mr. Chairman, I first want to thank the honourable member for bringing the letter to my attention. At the time that he did this afternoon in the Legislature I had not personally seen the letter, although according to the original I was copied. I think the date was the 22nd of this month? It's some time ago.

Mr. Young: October 22.

Hon. Mr. Norton: In response to his inquiry at the time I got in touch with my staff, who had in fact seen a copy of this letter prior to my contacting them. I am assured that the director of our facilities division, Dr. Farmer, had already been in contact with the gentleman who wrote that letter, and I believe has arranged a time to meet with him to go into further detail on what I can only describe as an alarming and shocking letter.

[3:45]

I think, though, in fairness to the persons who are involved in the operation of the Huronia Regional Centre, that the horrible situation described by your constituent—I just find it incredible; I know that that is not generally the case at Huronia. A great deal has been done by the staff, and by the ministry, in the last—well over a number of years, but I am particularly familiar with the last two or two and a half years in terms of improving the facilities there, and particularly improving the program that is available for the residents.

As I have indicated in the House, we have a further program under way, as a result of the incidents that occurred within the past year or so ago now, to both improve the situation as far as staff are concerned and their sense of achievement and involvement in what's going on in the facility, and also to ensure further involvement of residents in the determination of matters relating to the operation of the centre.

I'm not, in saying this, suggesting that I'm prejudging the contents of that letter. I assure you that that is rather shocking: and

I will also assure you that it will be thoroughly investigated and we will get to the bottom of it. I hope I will be in a position to report further to you on that before these estimates are finished, because although I don't know the specific date that Dr. Farmer has arranged to meet with your constituent, this will not be the last you will hear of it I can assure you.

Mr. Young: Gentlemen, there has been difficulty over the years in staffing Huronia, and from time to time this sort of story comes out. While certainly I wouldn't take this to be typical of everything that happens in institutions of this kind, certainly we have problems there, and have had for many years.

Has there been any improvement in the staffing of Huronia? Has it been easier to get staff, good staff, qualified staff; or has that been a real problem which has been worse in recent years than even it was some time ago?

Hon. Mr. Norton: Mr. Chairman, as I mentioned earlier, I think there have been some very major improvements there in the last number of years. It's my understanding that particularly with the establishment of the training program and the community college there for the training of residential counsellors, that in fact there is an improved situation with respect to staff recruitment. I'm not aware that is a particular problem, in terms of attracting qualified staff. It may well have been a major concern in the past, given the particular location and prior to the specific training being available in that area.

Mr. Young: If the incidents related here are true—patients on the floor, for example, and the attendants paying no attention to them; the place filthy—there's a breakdown there somewhere along the line of supervision. If in fact the people in the dining room are not doing their job, as is indicated here and is charged here, and are very sloppy in appearance, unshaven and this sort of thing; again, this would be a breakdown in supervision.

Perhaps the minister, as he said he would, will be looking into these matters, and a very thorough investigation of this letter and of the charges here will be undertaken. We will be getting information shortly on it.

Hon. Mr. Norton: Not with respect to the issue of cleanliness and so on. That clearly is something that is inexplicable. I don't know where the gentleman might have seen persons on the floor, but I would point out

there is a vast degree and variety of handicaps represented in the population there; I too have observed on visits the fact that there are some adults who may be in their mid-thirties in terms of chronological age but with a mental age of an infant of six months, who in fact are not ambulatory. this may not be what he's describing at all, but there are instances where they have to be lifted from cribs onto the floor onto mats in order to get any exercise at all and to be assisted with rolling over and getting some minimal exercise in their limbs to avoid atrophy.

That may not be where he was, but that can be very shocking to someone like myself as a layman going in, to see adults in that state. However, I want to assure you that in the investigation or in the checking into this, I do want to find out those kinds of things. There may be a legitimate explanation for individuals having been on the floor. It may have been part of a program for very severely handicapped people. I don't

know that.

Mr. Young: I have seen that myself in the institution some years ago, and it's understandable that part of the situation. If the charge of the filthy state of the hall is true, that is another matter entirely. Perhaps that matter will be looked into and checked out.

Mr. McClellan: What is the nature of the investigation? Can you be a little more precise about the details of the investigation?

Hon. Mr. Norton: First of all, I want to know more of the details. Dr. Farmer, who is the director of our facilities division, is to meet with the author of the letter to get more specific information. Then, with Dr. Farmer, I will determine what is an appropriate way to approach the follow-up from there. I'll keep the members of the committee posted as that develops.

Mr. McClellan: By way of suggestion, I would assume that one of the things you will want to look at is the individual program for the person being complained of, particularly with respect to the allegation there was a punitive use of behaviour modification. I think that's the thing that concerns me more than anything else, that behaviour modification therapy, according to the allegation, is being used as a punishment against a patient discussing conditions with a member of his own family. That's the thing that I really find disturbing.

Hon. Mr. Norton: That is a matter of great concern to me, because it is absolutely inconsistent with ministry policy and it's absolutely inconsistent with the policy guide-

lines related to behaviour modification that have been clearly set out for the facilities across the province.

Mr. Chairman: We're on item 1, main office, of vote 2901. Ms. Bryden, do you have something under that vote?

Ms. Bryden: Yes, Mr. Chairman. I think the minister in many of his statements has said that his objective is to maintain senior citizens in their own homes as much as possible and avoid institutionalization of many of them. I think he has recognized that in order to do that you must provide them with community services. But beyond the statements I'm beginning to wonder whether he is backing up that philosophy with adequate funds and adequate programs to provide this.

I wanted to draw his attention to two particular services in my own riding. One is known as Senior Link, which was started

about three years ago.

Mr. Chairman: I presume this is strictly a policy matter and would be more appropriate under this vote than under the adult services.

Ms. Bryden: I think so, because it's a question of whether funds can be provided, particularly under the additional funds that are being made available for maintaining seniors in their own homes.

Just to give you an idea of the kind of community organization that I am talking about without going into great detail, Senior Link provided transportation services to hospitals, helped seniors with minor home repair and house cleaning that were beyond them, and generally was available on a free basis, although those assisted could make donations if they wanted.

It is going to close down the end of this year because it used to operate mainly from a Canada Works grant and that has been

closed out.

It did try fund raising over the last two years and found that the returns to a group of that sort, since it wasn't a large club or arything like that, really didn't justify all the time they put into fund raising. They went to a lot of corporations and got very minimal amounts. Metro and the city also gave them minimal amounts. It is going to close at the end of this year unless there is some help from the ministry.

The second one is Tripod, which is a community group operating out of rented space in a church. They have three programs, all of which I think reflect some of the objectives of this ministry. One is a seniors' club, which they have appropriately

I think labelled the Swingers' Club. They do craft programs, socialization, information lectures, and also exercises for health

purposes.

They also have a moms and tots program two days a week for which the demand is so heavy they had to turn people away and suggest they try to find similar programs elsewhere. This is really in lieu perhaps of partial day care for women who are looking after kids in their own home who need some opportunity to get out from the home occasionally and socialize and do exercises and get information.

The third one is an after-school program which keeps kids out of trouble and keeps them out of the child welfare services that this ministry has to provide. That program is also about to fold because they were financed mainly through Canada Works.

I noticed in the September 14 issue of Topical, which is a government publication, there is a headline, "Extra Funding Will Expand, Develop Services for the Elderly." When I read that hope sprang up that perhaps these two groups could get a piece of the money that was mentioned there. I read it in a little more depth and there is a statement there from Dorothy Singer, manager of senior citizens services, saying:

"By redirecting our financial resources at the provincial level into new and expanded home-support programs and away from building more institutional beds, we will be serving greater numbers of people and better use of our limited resources."

I think that epitomizes what these groups were trying to do to save money for the ministry in the long run by a better use of its resources; but if they fold the people who have been helped by these will either have to go into institutions or find some other way of looking after their needs, and they

have tried many ways in the past.

I would like to ask the minister if any of the \$1.5 million which is announced as this new program for the elderly, could be made available to this kind of group. I note that it doesn't start until April 1, 1980, so there is still time to decide how that money will be spent. It will presumably be in next year's estimates in detail, but perhaps as a matter of policy could the minister indicate whether any of this could be made available and whether these groups could get interim funding between now and April 1 so they don't fold up in the interim and then perhaps become eligible for some of that money on April 1?

Hon. Mr. Norton: Speaking on the policy level at this point, as opposed to referring to specific organizations, because I must confess I am not familiar with each of those, it would sound to me as if they would be eligible to apply through the area office of the ministry to have their applications included for consideration in the allocation of those funds.

I would point out that in terms of the additional funds that have been made available we are also attempting to give some priority to areas of the province which may in fact have been undeserved. Obviously even with the new funds we don't pretend that we can meet all of the expectations of every area of the province.

On a policy level it sounds to me as if the kinds of programs you're referring to here would meet the criteria for programs to

assist seniors.

Ms. Bryden: Will this new fund be entirely under the Elderly Persons Centres Act and do you have to have an operation of that sort in the area to be eligible?

Hon. Mr. Norton: No, it's not limited to the Elderly Persons Centres Act. In fact, probably very little of it will be administered under that act. To allow for maximum flexibility at this stage, the intention is to also utilize the Homemakers and Nurses Services Act and also in some instances perhaps the ministry act.

Ms. Bryden: These groups would come neither under the Homemakers and Nurses Services Act, nor under the Elderly Persons Centres Act, so under what branch of the ministry would they come?

Hon. Mr. Norton: It would be the same branch of the ministry but the legislative authority that would be used at this stage would be the ministry act in that case probably.

I believe this was mentioned in my opening statement-but that was so long ago I've forgotten what all was included there-

Mr. Sweeney: Page 26.

Hon. Mr. Norton: We are looking at the development of more comprehensive legislation in terms of home-support services. Until that is developed, we will continue to use the mechanism of the authority under the ministry act in this kind of initiative.

Ms. Bryden: In this year's estimates, are there any funds available for these sorts of groups and have those funds not all been allocated yet? Is there still an opportunity for them to save the door being closed on December 31?

[4:00]

Hon. Mr. Norton: The answer is yes on both points.

Ms. Bryden: I'll have to get in touch with the ministry's officials,

One point: I noticed in your opening statement you mentioned that you were going to fund Seniors Helping Seniors at \$60 a month maximum, I think. How many hours a week is that \$60 a month supposed to cover?

Hon. Mr. Norton: That is not a salary. That is a program to assist senior volunteers who have been or are involved in volunteer work in the community but by virtue of the fact that they are living on limited or fixed incomes may require some assistance with out of pocket expenses. For example, they may be driving other seniors to shop or to keep medical appointments and various things like that. So it is intended to cover out of pocket expenses for volunteers who are senior citizens.

Ms. Bryden: I can see that that will help a bit, especially with the gas and that sort of thing, but a lot of the services that seniors need need strong young backs, shall we say, to help them with their household work or with their homemaking, and that is not a complete answer. I'm sure the minister understands that.

Hon. Mr. Norton: No, it was not intended to be for that at all. It's merely intended to assist those senior citizens who are involved in volunteer work. I'm sure it's the same in most communities across the province. I know some of the most effective volunteer work being done in the community that I represent in the Legislature-not to belittle others-is being done by a very active senior citizens' organization, people who have passed that magic age of 65 but have no intention of sitting back. They have no direct need themselves for those kinds of services but are actively involved in working in the community on a continuing basis as volunteers.

Interestingly enough, I've had discussions over the last couple of years about the most effective way of trying to meet the needs of senior citizens living in the community. In one discussion I had on a personal visit—not a government visit—to Washington I had an opportunity to meet with members of what is called the Atlantic Council. They are engaged in doing a fair amount of both social and economic work for governments on both sides of the Atlantic, although they are an independently funded organization. They indicated to me that from their experience in looking at what had been done in many different countries, probably the most effective

way of providing for a service to seniors is to involve other ambulatory seniors.

I mean the point you make is really quite valid. There are certain tasks that would not be appropriate. They pointed out that a number of countries had embarked upon the involvement of younger people, but in a lot of cases, this did not turn out to be the most effective method. Instead, they found very positive results from enabling seniors to remain involved with other seniors because of common interests and their being closer to a common age-experience group.

I think though, we cannot focus on any kind of involvement, because the spectrum of need is very broad. That is why we have addressed that along with the other approaches we are taking to meet the needs of seniors.

Ms. Bryden: I would never underrate the value of volunteers; I think they do contribute a great amount, and involving seniors as well. Does the minister not recognize also that in some of these community groups, if they are going to perform a valid function and an adequate function in helping seniors, they need a paid co-ordinator, a full-time co-ordinator? We all know the New Horizons program does not provide that and at the moment I don't think this ministry is providing that. Canada Works did provide that. Does the minister see the possibility of filling that gap, so that organizations can be efficient and well organized, whether or not they be seniors that are paid?

Hon. Mr. Norton: I cannot be certain at this point that we are specifically funding co-ordinators independent of other program activities. I do know that there are communities and there are senior citizens centres and so on where, through our funding and assistance and presumably through other sources of funding, they do have persons who could very well be described as fulfilling the function of a co-ordinator within their operation. That is the case in a number of situations I am personally familiar with. I cannot be sure I could trace the dollars to say that that money is all coming from our ministry by any means. But in some cases I am sure there is involvement from the municipal government and I am sure some voluntary dollars are contributed as well.

Ms. Bryden: But you don't rule it out anyway as a possible expenditure of funds that are available? Thank you, Mr. Chairman.

Mr. O'Neil: Mr. Minister, if you would allow me to maybe vary from the vote, I have a matter I raised in the Legislature this afternoon. I think it is something you would like to get cleared up and I have an interest in it as has Mr. Rowe. Would you mind if I say a few words on that and maybe see if we can't get this particular case cleared up?

Mr. Chairman: The minister may not mind, but I might mind, Mr. O'Neil.

Mr. O'Neil: I think it falls within the-

Mr. Chairman: I think we have got to stick as closely as possible to the vote, otherwise we will be all over the block. I don't think that is really a good use of the committee's time.

Mr. O'Neil: I do believe, Mr. Chairman, though, it is a problem that exists within the ministry and it is something that I feel about quite strongly.

• Mr. Chairman: Basically our entire discussion revolves around problems within the ministry of one sort or another—

Mr. Kennedy: Vote 2903.

Mr. Chairman: If you can relate it to the first vote, Mr. O'Neil, fine. If you cannot, I would suggest that it would really be better left to the appropriate vote. Now I think you were dealing in your question, during question period, with children services?

Mr. O'Neil: Right.

Mr. Chairman: And that is the third vote. While I want to be as helpful as I can, I suggest to you that would be the appropriate vote under which you should raise that matter.

Mr. Kennedy: If we passed one and two, we are at it.

Mr. Chairman: That is right. If we passed votes one and two we will be there.

Hon. Mr. Norton: Maybe I could respond -not specifically to the honourable member's question. I hope not everyone views the estimates procedure as simply looking at problems. My goodness, I must admit that sometimes—

Mr. Chairman: Well, from the opposition point of view.

Hon. Mr. Norton: Sometimes the discussions sound a little one-sided in their perception, but I hope that I do get an chance to at least present some of the more positive—

Interjection.

Hon. Mr. Norton: Actually the original was 91 or 92, I think.

Mr. O'Neil: I guess I'll just have to wait until the third vote.

Mr. Chairman: I think you will, Mr. O'Neil.

Mr. Davidson.

Mr. M. Davidson: Mr. Chairman, hopefully I can get my question in. I believe mine does relate to policy and for that matter a section of the act, but I feel it requires some adjustment. I am going to try to encourage the minister to look at it in that light.

I had correspondence with the minister back in July 1979 regarding Mrs. Gayle Seiersen, a 31-year-old mother in Cambridge who had two children. Mrs. Seiersen has been on family benefits, partially. She had been working for the Big Brothers Association in Cambridge, and she was earning approximately \$200 a month at that job. I believe family benefits were giving her somewhere in the neighbourhood of \$321, around that point anyway. So she had a total income of somewhere in the neighbourhood of \$521. In March of this year Mrs. Seiersen was involved in an automobile accident through no fault of her own. Someone struck her car and as a result of that, she was not able to go to work. She did, however, receive \$39 a week from a sick benefit program through the Co-operators insurance that Big Brothers carried on their employees.

We have taken the advice of the minister and taken this matter to the Social Assistance Review Board and we have had our hearing on the matter. However, we get back from them what can only be classified as a stock answer, I guess; that under section 12(1) of the act—I am not sure of the exact section of the act—if you are in receipt of superannuation funds or insurance payments of any kind, they are deducted dollar for dollar from your family benefits.

The thing we don't understand, Mr. Minister, is that Mrs. Seiersen here was attempting to do work and had done so for four years. She was injured in an accident that was no fault of her own and as a result of that accident she was deprived of the income that she had been making over that period of time. As a result of her collection of \$39 a week in sick benefit from Big Brothers, her family benefits were reduced to \$220 a month, which in effect means that Mrs. Seiersen, who had \$521 at one time, now receives a total of \$376.17 a month in order to keep herself and her two children.

I know what the act says because I took the time to read the section of the act when I received the letter from the Social Assistance Review Board. I can well understand that that could very well be applied if a person was receiving insurance benefits over and above their income, plus family benefit. I could see where it would be deducted at that time. I don't know why it is though we

penalize this woman to the tune of somewhere in the neighbourhood of \$150 to \$155, simply because she was not able to go to her job and not able to earn the money that she had been accustomed to earning in the past.

Mr. Chairman: Mr. Davidson, you raise a very valid issue as did Mr. O'Neil, but really it should come under the second vote on maintenance. If we could move along in the first vote—

Mr. M. Davidson: I am willing.

Mr. Chairman: To maintain some continuity and order, I would suggest that that be done.

Mr. M. Davidson: I am in your hands, Mr. Chairman. I'll gladly sit and wait.

[4:15]

Mr. McClellan: I just have a couple of items under a couple of issues under this item. Actually, I don't have any issues under this item. I had two requests and, therefore,

reports.

I thought it would be appropriate to ask at this point if the ministry could provide as quickly as possible first the report of an interministry task force on adult residential services which was prepared in June 1978. It is referenced in the report from the Metro Toronto social services and housing subcommittee on boarding homes and lodging homes.

I quote from the first paragraph of page two: "In June 1978 an interministry task force on adult residential services prepared an as-yet unreleased report for the Ministries of Health and Community and Social Services to address the specific problem of accommodation for adults with special residential needs." There is a footnote in this Metro subcommittee document that notes that the interministry task force was established in response to a fire in an unlicensed retirement home in Chelmsford that took the lives of five elderly people.

The first thing I would like to ask is if the minister would make that document available to the committee as quickly as possible so that we have the advantage of the work that was done within the ministry before we get to the particular vote in item that deals with adult residential services.

The second report, Mr. Chairman, is the report referenced in Victor Malarek's article in the Globe and Mail on October 27, 1979, a study that was done by Youtec Consulting. It was completed in April 1979 at a cost of \$15,187.50. The reason I ask for it is because it deals with the four-phase system.

You will recall from the introductory debates we had that the four-phase system and its adequacy or inadequacy was dealt with in the report by the five central region children's aid societies. Inasmuch as the Youtec study appears at least to give a history and background and description of the four-phase system, I think it would be appropriate that members of the committee have the benefit of that document, before we get to children's mental health services when we will be returning to the question of the four-phase system. That is the second report I would like to request from the ministry, even though it has been described as embarrassingly flaccid. I still would like to have the benefit of the work that was done at public expense for additional information for our discussions here.

Finally, we don't have the annual report yet for the Social Assistance Review Board. Am I correct, Mr. Chairman?

Hon, Mr. Norton: I am advised that it has been sent to the printers but we haven't received it yet.

Mr. McClellan: Well, inasmuch as we will be dealing with the Social Assistance Review Board either in a few minutes or tomorrow afternoon in this vote—I think it is item 11 of this vote—is there anyway for the committee to receive a copy of the report before it has been tabled in the Legislature?

Mr. Chairman: No, I don't think so. Procedurally, Mr. McClellan, I don't think that is possible.

Mr. McClellan: Could I ask the minister, is it possible to obtain a breakdown by category according to the nature of complaint of the appeals before the Social Assistance Review Board, together with the statistical statement of the disposition of the

complaints by category?

I am interested this year, as I have been in previous years, in trying to understand what kinds of cases are coming before the SARB, what kinds of cases are being successfully appealed and what kinds of cases are being unsuccessfully appealed. In particular I am interested in the statistics for appeals having to do with requests or applications for vocational rehabilitation funding for children or young people with learning disabilities, if the ministry could provide that.

I don't know whether it is something that is available here this afternoon. I don't see

Mr. Borczak here.

Hon. Mr. Norton: No, he isn't here this afternoon but I will see if we can get at least that information for you.

Mr. McClellan: I'd like to have that at least before we complete the Social Assistance Review Board item. That is all I have to say, but I would like to hear whether the minister is prepared to make available the two reports I am interested in.

Hon. Mr. Norton: One of those two I haven't seen myself at this point. I will certainly look into it and I will seek advice on their status if they are documents—one may well be at this point—which are policy development documents giving rise to submissions to cabinet. I may not be free to release that at this point, but I will check into both of those and respond to you fully on that tomorrow.

Mr. McClellan: May I make a special plea to the minister, particularly with respect to the interministry task force on adult residential services? I assume that is the one that is liable to be somewhere in the policy

hopper.

I think the release of the 1975 interministry report on residential services was, while perhaps an unpleasant experience for the government in the initial period, in the long run of enormous benefit to the government, to the opposition and most particularly to the people who are being served by the ministry's programs and services. Unless there is full public awareness of difficulties, we as legislators can't assist the ministry in coming to grips with solutions.

I am sure I don't have to make a special plea for access to essential information to you, Mr. Chairman. I just make a special plea to the minister to give particular, sensitive attention to this report. The report of the Metro Toronto subcommittee has documented in detail some very alarming conditions that we as legislators have responsibility to address and we need the benefit of all information that is available on the subject.

Mr. R. F. Johnston: I have a brief matter in terms of funding to organizations that is mentioned in this area. But I would like to deal at some point with the matter of policy

planning to do with the elderly.

I was interested to note that the grants to the Ontario Welfare Council and other organizations—I think Ms. Bryden would like to talk a bit about a couple of the others—have not increased over the last number of years. I was wondering if the minister could explain how it is that the \$66,000 figure for the OWC is maintained at that level; have they applied for more and if they have, what reasons are there for it not being forthcoming?

Hon. Mr. Norton: Mr. Chairman, those are what we refer to as main grants to the organizations that are listed in the estimates. They are not and never have been intended to be the sole source of funding for these organizations, but are intended to assist them with the administrative costs that relate to the operation of their provincial bodies.

I suppose the best way to explain the fact they have not been increased over the last few years in terms of determining allocations of funds is that the pressure for funding in the area of direct services has been very great, as you are aware. We have therefore not been in the position to provide any substantial increases in funding for the central

administration.

Most of the organizations do have some other sources of funding and one might describe them as being indirect from the ministry in that a number of the organizations do have a levy upon their constituent members which would, in part I suppose, be traceable back to ministry funding to the constituent organizations. But we have not been in a position to increase our main grant to the administration.

Mr. R. F. Johnston: As I recall—I don't have this right before me. There have been increases to the Ontario Association for the Mentally Retarded but not to the Ontario Welfare Council. I was wondering—

Hon. Mr. Norton: No. May I just clarify that? I think there has been a fluctuation there and I am not sure that it is reflected in the estimates here because it goes back-I am speaking now off the top of my head. A couple of years ago we embarked with the Ontario Association for the Mentally Retarded upon a public education program in which they were providing part of the funding and we were providing part of the funding. That, at that time, reflected a fairly substantial increase in the money that floats from the ministry to the association. But that was for a specific project. Subsequently that has returned to a lower level, as you can see in the estimates here.

Of course, that association is now in a position where it may be regarded by some as less dependent upon us because of the success it is having with its fund-raising program with the Cash For Life lottery.

Mr. R. F. Johnston: I refer to the OWC in particular because as I gathered from your opening statement the ministry is moving into the area of long-term planning for the elderly and they have a very active committee on aging. Is there any thought at all to providing more funds to them in terms of assist-

ing, from the community's point of view, in developing policy towards home care for the elderly? There was funding at one point, as I recall, for their instrument on attitudes towards the elderly through your department and I gather there has been some request for that to be reprinted. Have any funds been forthcoming for that in terms of policy?

Hon. Mr. Norton: I am personally not aware of that. I have had a number of discussions in the last few months with representatives of the Ontario Welfare Council. As you may be aware, they are embarked on an internal—and I think there will also be a public consultation in the relatively near future—examination of their role over the next decade or perhaps longer as an agency in this province. We have been co-operating with them in that exercise and—and this is speculative at this point—they may well be discussing with us some financial cooperation to assist in that consultation process.

I am not sure when that specific request may be coming forward. I have not yet heard from them formally that their internal work has been completed.

[4:30]

Mr. Carman: Can I speak to that?

Mr. Chairman: Mr. Carman.

Mr. Carman: We have had a number of discussions with the executive director of the Ontario Welfare Council about specific initiatives they want to take in that and other areas. The indication we have given to them consistently from the beginning is that to the extent these things really do hinge into program priorities of the ministry they would not be funded under this name grant. The funding would be arranged through the adult services division.

That way one then is clearly defining a priority which they are meshing into, rather than just building up a name grant which then becomes a rather undefined source of money and can be used for almost any purpose. So we have indicated to them any time they have a proposal we will be happy to entertain it and to review it with senior staff in the appropriate area.

Mr. Blundy: Mr. Minister, in your opening statement you talked of three aspects that governed your ministry. The one I would like to refer to is the second aspect, in which you are talking about the federal provincial relations as they pertain to the social security field and so forth. There was talk some time ago of lock funding and so forth. I would like to have you comment on that,

I would like to have you comment on whether you have met with your counterparts in the federal area with regard to community and social services in Ontario. Is there any dialogue going on now between you and the federal people in social service programs? What were you really getting at by devoting this portion of your opening address to that? We know there is funding from the federal government, but I wondered if there is some particular point in this that we should know about and I would like to have your comments.

Hon. Mr. Norton: The most revelvant part is what you already know. That is that as a result of the cost-sharing arrangements with the federal government and the agreements that bind all of the provinces with respect to criteria for programs we are, one might say, quite heavily involved in terms of what we can do for the people of this province with what the federal legislation permits us to do and allow for cost sharing.

I have had on two occasions informal meetings with the new federal Minister of National Health and Welfare at which we have discussed a number of issues that relate to federal-provincial concerns, some of which you could probably guess at in view of what has transpired in the last while. There is also a formal meeting between the federal minister and provincial ministers scheduled for—the date escapes me now—the middle part of November.

I trust that by then we will probably just have finished the estimates here. In fact if we are not on time I may have to be gleave to be excused from the estimates for a couple of days. But at the rate at which we are going, we will probably be finished a day or so before those meetings take place.

I think it is fair to say there have been no substantial changes in the position of the new federal government as compared with the preceding one, although I am hopeful there will be some greater flexibility in some areas. What this position might be specifically on block funding I don't know at this point. The block-funding matter was dropped by the previous federal government leaving us in a rather difficult situation since it would have meant for Ontario in this fiscal year an increase of about \$50 million in new funding that was available for social services. It also had the advantage, we felt, of affording greater flexibility on the part of the province for the development of programs of Ontario residents.

Many people had reservations that were expressed in the debate that took place over that period of time. We in Ontario have had a pattern over the years of having to embark upon program changes, or new programs

often, that in fact were not eligible for cost sharing from the federal government and that we've had to pay and continue to pay at 100 per cent provincial dollars. That is true with respect to the increased costs of the first year, at least, of the work incentives program. It is also true of things like the \$150 a month special assistance made available to the families of severely handicapped children. That is entirely provincial funding because the federal government is not cost sharing it.

Obviously the relationship with the federal government to us generally is beneficial in terms of cost sharing, but there are many areas in which it has not been beneficial and we have had to embark on programs without the benefit and we have had to embark on programs without the benefit of cost sharing. Personally I am still of the opinion that, given the provincial responsibility for social services. I would like to see greater flexibility available to us. It is obviously more difficult to introduce new programs if you have to do it without 50 per cent cost sharing. It also limits what other things you can do. You know 50 per cent dollars go twice as far as 100 per cent dollars. I am not sure how that will be sorted out.

Mr. Blundy: Thank you very much.

Mr. Chairman: Ms. Bryden.

Ms. Bryden: Thank you, Mr. Chairman. I just wanted to ask a question or two about the grant of \$66,000 to the Canadian Council on Social Development under this vote. I was a member of the board of directors of the CCSD for a period of about four years until last June, so I have a very definite interest and knowledge of its activities, but I don't think there is a conflict of interest since I am no longer on the board.

I understand that the grant has been flat for a considerable number of years, and while the minister says they have other sources of revenue, they did have to undergo some very severe staff layoffs last spring and are having to cut back their program. Certainly every year when it was reported to the board how much Ontario was giving to this activity, both myself and Dorothea Crittenden, who was also on the board, were very embarrassed, I should say, at the small amount and the fact that we did not even keep up with the cost of living. Other provinces were at least keeping their grants up with the cost of living.

I really think the minister should be embarrassed that Ontario is being shown in this Canada-wide council as an organization that really is in favour of cutting it back, because when you don't add anything for the infla-

tionary factor to the grant, you are in favour of cutting it back.

I would suggest to the minister that really the kind of research and publication and conference work on social issues that this organization does across Canada and in their publication is invaluable to his ministry. If he had to hire research people to investigate daycare legislation across Canada, or voluntary organizations and how they work, any number of a dozen subjects that they come out with every year, it would cost him ten times as much. I think he is really getting much more than value for his money and that Ontario ought at least to keep up with the inflationary factor and probably consider increasing aid in order to enable that organization to carry on its work.

Mr. McClellan: Especially now that Reuben Baetz isn't there.

Ms. Bryden: That's right.

Hon. Mr. Norton: Of course, if there were a substantial increase at this point in time, perhaps one would suggest that there was a conflict of interest on the part of one of my colleagues in cabinet.

It is my understanding—and what I say now would be subject to my checking to make sure that I am accurate in what I say—that the council is experiencing some difficult times. It is also my understanding that two provinces have taken the position that they will cease making any contribution to it. That has put us into a difficult position this year in terms of whether or not we are in a position to be taking over the responsibility that ought to be shared by all of the provinces. That is the part I want to check to find out exactly what that status is.

Perhaps I can respond more fully when I check that. I don't want to get too much on the record that might be inaccurate. That is my understanding of the predicament that they are facing and that we are facing in this fiscal year.

Ms. Bryden: Could I submit that because two provinces may not be fulfilling their obligations it is no reason why we should not be fulfilling our obligation, at least to keep the organization up to the inflationary factor and possibly to increase its work since we are probably finding that the work is of great value to the ministry?

Hon. Mr. Norton: I would just point out I think whatever we do there is something which we have to apply equitably to all of the associations which we assist with their administrative and other related costs. I presume that you would make the same argument as it applies to all of them. I would

only be able to say in response that I am sure you realize the pressures we have on the available funding for all of the areas of involvement of the ministry. Although you make very valid arguments it is, nevertheless, no easier to make the decision that the money should be earmarked for grants such as this, as opposed to going into direct service to people. It is a dilemma we are faced with and I suppose we always have been and probably always will be, because there never will be a time when there is an unlimited amount of money available, except things are a little more difficult than they have been.

Ms. Bryden: I would agree with the minister that he has great demands on his money, but I don't think that there are very many branches that have been completely flat. There has been some small increase in most branches that are continuing branches.

Mr. Wildman: I have some questions of the minister about an issue about which we have had a great deal of correspondence. It relates to the policy of the ministry and the minister himself not only on the constraints he has just mentioned but the policies of his ministry in regard to labour disputes that arise partly out of that constraint program and how it affects agencies that receive most of their funding from the ministry.

I am referring specifically to the dispute between CUPE Local 1880 and the Algoma District Children's Aid Society which has gone on for over 15 weeks. Mr. Chairman, you might prefer that I raise this under children's services, but I think it relates specifically to an overall policy decision which seems to have been taken by the minister.

Mr. Chairman: I would, unless it does specifically deal with policies related to the minister and ministry and how they view labour disputes within their organization.

[4:45]

Mr. Wildman: That's right. It has come to my attention, both directly and indirectly, that this ministry is actively involved in recruiting people to come and do the work of people who are legally on strike; in other words, to recruit for the management involved in the labour dispute people who come from other areas of the province, to carry on duties which would normally be carried on by emloyees who are legally on strike. We all know the word that is used for those kinds of people by people who have been involved in those disputes, so I won't use that term here.

I think it is an overall question that just doesn't relate to children's services because it happens to be a children's aid society. I am talking about an overall question of policy in terms of the ministry's role in assisting management to recruit and hire individuals who will then carry on the duties of people carrying out their legal right to withdraw their services in order to try and press the management with whom they are in a dispute to move.

I think it is a very serious question. I know the minister's position has been that his ministry is involved in recruitment because under the law he is required and his ministry is required to ensure that emergency services are maintained. I wonder how he defines the term "emergency services" and how many employees that means? How does one determine what is an emergency service and what is an everyday supervisory-care function carried out by a social worker? What effect does this have in a labour dispute?

Many of us who have been involved on both sides of collective bargaining would understand that a strike usually occurs when the bargaining process has broken down. The workers use the strike weapon in the private sector to cut production to the point where management is losing so much money it makes sense for them to try and resolve

the dispute.

In the same way of course management can use the lockout to try and force employees into such a financial situation because they are not receiving their wages that they will then move to resolve a dispute.

When you have a situation where one side has taken one of these actions—that is, the employees have taken the strike method, which we all know employees do not do lightly, especially the kind of employees I am talking about in this particular situation, as all sides lose in a strike. They find the functions they would normally be carrying on and which they are now not carrying on, hoping to push management to move, are now being carried on by someone else. That gives management less reason to move and those people who are carrying on those functions are actively recruited by a ministry of a provincial government.

This leaves many unionists both in and outside the public sector to wonder about the oft-spoken adherence to the aims and objectives of free collective bargaining in our labour-management relationships, so much so that as the minister knows, the president of the Sault and District Labour Council, who is not himself directly involved in the dis-

pute and as a matter of fact works in the private sector, has sent a letter to the minister. I won't go through the whole thing but he raises a number of very serious concerns. He says, "The children's aid society strike has all the connotations of a created vicious-circle effect that coincides with making a strike prolonged."

I think that's very important. The longer there are people carrying out the functions of the people who are on strike, the longer

the strike will continue.

He goes on, "and it is the government who is the guilty party by usurping their own labour laws by indulging in unfair labour practices." Further on he says, "I ask for your immediate attention into the strike-breaking activities that have been endorsed by your ministry and your co-operation in providing some flexibility at the bargaining table."

Those are very serious allegations, ones I raised with the Minister of Labour (Mr. Elgie) in the House. It raises two things. How does one determine what are emergency services, how is that determined by the ministry? And how does the ministry determine when it is in the best interests of the province and of the society in question or the area in question and the children who need the service that they should continue to recruit people on the basis of \$100 a day, I believe, expense to the local society per worker? If that figure is correct, and we figure we've got something like eight people now working on that basis, it would add up to a great deal of money which, could it have been applied to the contract negotiations, might have brought about a settlement.

I hope that the minister will respond.

Hon. Mr. Norton: Mr. Chairman, the honourable member raises a matter that was of very great concern to me and to the staff of the ministry, particularly as it relates to the specific incident or problem that gives rise to the raising of this concern at this time.

I can say at the outset, labour disputes are at no time happy events. If we were able to avoid them I am sure that everyone on all sides would be much happier about it.

I think it's also fair to say that when dealing in the area of human services the labour dispute presents a much more complicated situation than when one is dealing in an area that might alternatively be described as production. Clearly when we are dealing with human beings and potentially with human lives we are not dealing with a commodity that the community can do without for a period of time.

Therefore, when we are dealing in an area of human services it is potentially a very grave situation, one that I believe is recognized by all of the parties and certainly is recognized by my ministry.

The question of what is in fact emergency service is something that would vary depending upon the individual who is being asked. Ultimately we must rely upon the experienced judgement of persons in the field. In this case I would rely upon the perception of my experienced staff in the field. Clearly if there are children who are known or have been known to be in a high-risk situation, they obviously must be provided with an adequate level of service during a period like this.

Those individuals who may be perceived to be or reported to be in a high-risk situation during the course of a prolonged dispute must also be responded to. There are probably other individuals who are in more secure situations where other levels or other kinds of supervision during a period like this may be—although not at the optimum level desirable—tolerable during that period when services

have been withdrawn.

As the honourable member has indicated, as a ministry we do have a statutory obligation, one that does not allow us to take a completely withdrawn position with respect to the children who may be affected by this. It's in response to that statutory obligation and our obligation to the Legislature of this province to discharge that responsibility that we attempt during periods like this to supervise what is being provided in terms of the levels of supervision or levels of care.

I would take issue—and I realize it's a question of perception perhaps but we have not been recruiting persons to do the jobs that are essential during this period of time. When called upon we have provided to the society the names of persons they might contact to see if they would be available to provide the mandated emergency service when others who would otherwise be providing that service have withdrawn their service.

I don't know of any other way in which to do it, unless you suggest—and I know you don't—that we allow children to be seriously

at risk or in high-risk situations.

Mr. Wildman: The striking workers don't suggest that either.

Hon. Mr. Norton: I am sure they don't. With respect to the suggested contribution on the part of our ministry to this particular situation, again I presume we would differ. I have tried to be very restrained and will continue to be very restrained in my comments about this situation, because I recognize any-

thing I say may well be misconstrued and may jeopardize an unfortunate and already apparently entrenched situation and I don't wish to make a difficult situation even more difficult.

If I can just comment historically for a moment in terms of our relation with that particular society, over the past number of years, and I think it's fair to say the last three or so years—

Mr. Wildman: Four years.

Hon. Mr. Norton: —the average rate of increase in funding to that agency, recognizing that there had historically been some disparities, has been in the neighbourhood of 24 per cent a year on an average.

Mr. Wildman: Would you agree that it largely was catch-up, or a large portion of it was catch-up?

Hon. Mr. Norton: As I say, it was recognizing that historically there had been some disparities. Those rates of increase to that particular society occurred over a period of time when the average rate of increase to other societies was running in the neighbourhood of 12 per cent, so that for four years it's fair to say that the society in Algoma was receiving double the rate of increase of other societies in the province.

I think it is also fair to say, though it may well be debatable to an extent, that during that time there has been opportunity for significant catch-up and in terms of comparable society situations across the province they are on a better level than has been the case in the past.

[5:00]

I know it has been said to me by othersyourself included, if I'm not inaccurate in this-that it would be a simple matter for me to jump into the situation and say, "Here is the difference between what is being offered and what is being asked for." Frankly, it's not that simple. In fact, in view of what has transpired this year in other agencies across the province-and this is where I hope I speak with appropriate delicacy, because I don't wish to become a central part of the controversy—the point at which the parties now stand, as I understand it, is one that would make the existing offer the highest that's been made in the province this year. I also have a responsibility to some 50 other agencies.

The process of collective bargaining has been taking place across this province. I have not been called upon in other situations where a free collective-bargaining process is taking place and a settlement has resulted, to inject myself or my ministry in that way. If,

in fact, one had to do that, it would seem to me that 50 other negotiations would have to be reopened and invalidated, if you wish. So what you're asking, or what I have been asked to do from time to time, has farranging implications.

I think I can only say that at this point, in my view, the ministry is doing its best to discharge its responsibility. We have not recruited, and have no intention of recruiting, people to disrupt a legal process in terms of the use of the mechanism of a strike, or withdrawal of service. I hope that no interference in that process would be necessary.

I also believe that if one looks at this year, relative to other societies across the province, and particularly if one looks back over the last four years, one cannot rightfully accuse the ministry of having treated this particular society unfairly. One might say that we have treated them differently, but historically that has been substantially in their favour in dollar terms and in terms of rates of increase in budgets.

It's a very difficult matter for all of us. I can only hope that all parties will recognize the responsibilities that lie upon the shoulders of all of us and that this matter can be resolved without causing any further loss of service to the children of the Algoma district, and certainly I hope without any harm coming to any of the children for whom we all have responsibility.

Mr. Wildman: Mr. Chairman, If I could respond, I appreciate the restrained manner that the minister used in his response, and I think you'll agree that I used the same approach today. I wasn't provoked by the Minister of Labour as I was the last time I raised this matter.

I don't think anyone here could disagree that labour disputes are unhappy situations for all involved, especially when there is a third party, as there is in this dispute. I want to emphasize, in line with the admonition of the chairman, that I was using the situation in Sault Ste. Marie and Algoma as an example. I was not asking specific questions in relation to that particular dispute. What I am interested in finding out in the policy area is how the ministry determines what is emergency service and what is not

The minister says that depends on one's perception. One individual looking at it from one point of view might have a different perception from someone else. If it is that subjective, are there no guidelines set out for people who are responsible for determining whether or not emergency service is being provided? Are those people who have been put in a position of monitoring a situation

operating simply on a situation of being able to determine for themselves or have they got guidelines? Has the minister given them some kind of direction to enable them to determine when they must recommend that the minister request the agency to hire additional staff?

I am also concerned about the minister's response to the word I used, which was "recruiting." I'm informed that today one of our research people received a call from an individual from Toronto who indicated that she had received a call asking her if she would come and work in the Sault. That call was, of course, from the agency in the Sault but, obviously, it got the name somewhere.

The minister says he's been providing the names. How do you determine the names and which individuals might be available? You must do some kind of screening to determine whether the person is qualified and if the person is available.

Mr. R. F. Johnston: They have no experience.

Mr. Wildman: No, they aren't inexperienced. Some of them are highly experienced. Some of them are former directors of CASs, I understand.

I would like to have some indication from the minister if there is any general guideline in determining what is emergency service and when it is not being provided. I would also like to know how those who are charged by the minister with the responsibility of monitoring make those decisions. I would be interested in finding out what the ministry goes through in finding names of people across this province who might be available to the CAS in Sault Ste. Marie and in Algoma or to any other CAS which is experiencing a withdrawal of services now or in the future.

If that isn't recruiting, I would like to know how it's done and what process you go through. Just before I quit, I would like to respond to the minister's comment, which he has made before in response, as he said, to comments I have made before, that he doesn't want to jump into the situation. In my opinion and in the opinion, I think of both sides in the dispute in the Sault and in Algoma, the ministry and the minister are already in the dispute. To say that you don't want to get into it is really playing with semantics to a certain extent.

First, you're monitoring the situation. When you determine, however you determine it, that a service isn't being provided that must be provided on an emergency basis, you are requesting the agency to hire additional staff. As I indicated from Mr. Delvecchio's letter, that is viewed by many in the labour move-

ment as active participation in strike breaking.

Then, of course, there is the overall situation where 80 per cent of the funding comes from your ministry. So to say you're not involved in it, that you don't want to jump into it and become a centre of controversy, I think is being something like an ostrich.

I don't think the minister is an ostrich. His rump is not sticking up in the air; his head is. He sees what's going on; he's monitoring the situation. The ostrich can't monitor what goes on.

I won't prolong that. As far as I'm concerned, as far as many people on both sides of this dispute are concerned, the ministry is actively involved in the dispute.

If the minister, by saying he does not want to jump in, simply means he doesn't want to become involved in active negotiating, okay, that's a little different. I can see that may be his position. But I don't think the minister can maintain he's not involved in the dispute and that he doesn't want to become involved. He is involved. His involvement and that of his ministry may produce reactions on both sides of the dispute that tend to prolong it. I know the minister disagrees with that comment, but I don't think some of the people involved would disagree with it.

However, having said that, I would like a response. I'd also like to have his reply to the question of guidelines, of what is emergency and what isn't, and what process you go through in order to find names for management when they are requested to hire additional staff.

Mr. Ramsay: Mr. Chairman, could I ask a supplementary? I think it all ties in with Mr. Wildman's question. I'm finding it difficult to understand a couple of situations.

I understand the children's aid society in Sault Ste. Marie operated at a deficit last year and will operate at a deficit again this year. Therefore, I find it hard to understand how injecting \$18,000 or \$20,000, which is the difference in the positions of the two parties, will solve the problem.

I'm also wondering just what happens to that deficit from last year. Is it rolled over to this year, or is there a review process? And again, what will happen to the deficit they are working on this year?

This method of funding leaves me a little confused. The management last year, indiscriminately perhaps, went ahead and rolled up the deficit, fully knowing they were doing so, and with the knowledge of the board of directors, figuring the ministry will eventually bail them out. I'm wondering if that's not the

same philosophy with the board of management again this year.

Hon. Mr. Norton: Thank you, Mr. Chairman. Perhaps I will deal with Mr. Wildman's questions first and then with Mr. Ramsay's

supplementary.

I don't know that one can provide a rigid or binding guideline that is strictly adhered to that would define what in all cases might mean emergency service. I think one can talk about the kinds of things that would be involved in all cases, but ultimately, it seems to me, that has to be a matter of professional judgement and advice.

For example, something which would clearly be in that realm would be the appropriate supervision of existing court orders. where children were known to be at risk. It would also involve responding appropriately to cases where it was reported during this period of time that children might be at risk, whether it be child abuse or neglect or whatever.

[5:15]

The question of what, during this period of time, constitutes risk is not something where I can give to our staff guidelines saying "You must respond to these kinds of cases where children are in a high-risk situation." It is very much a matter of perception, just as it is if a society is functioning at full level of staffing.

There's no community in this province where one can with absolute certainty say there are no children at risk. You may have a children's aid society worker in a home and the children might still be at some risk. But the judgement call that says this is a high-risk situation or this is a situation where emergency service should be provided must be left in the realm of professional judgement and advice; that's precisely the kind of judgement and advice that I am seeking and receiving from staff.

Someone else in that situation, if they were in the shoes of the members of my staff who are so advising, may perceive things differently. They may decide we're not doing an adequate job or they might recommend that in some situations we're doing some things that might not be, in their mind, emergency service. I don't know how one can avoid that important element of judgement in an area of human service.

On the question of how we provide names, there is no simple way. It is, to the best of my knowledge, very much a matter of word of mouth as to people who might be available if required. We do not screen the people in the sense-I'm not sure precisely what you meant by that-

Mr. Wildman: Qualifications.

Hon. Mr. Norton: We do suggest names people who have some children's aid society experience, as I understand it. I personally don't screen those names; I couldn't give you the name of a single person. But as I understand it we would, if called upon, give names of persons who might be available and who are known to have children's aid society experience-or related kinds of experience in working with children and

with appropriate qualifications.

Again I appreciate the difficulty it creates in the perception of the persons who are involved in the dispute. I don't believe we can do less in a situation where persons, particularly in this case children, are involved. It would be the same, I suggest, for elderly persons who were dependent on support in a facility that was subject to a dispute and that we were funding and for which we had statutory responsibility. It seems to me the position we have taken in the present dispute is one that tries not to take sides and yet tries to ensure the innocent parties are not caused to suffer, certainly not unduly. I'm not suggesting there is no suffering; I'm sure that in a situation like this there always is.

With respect to Mr. Ramsay's question, response may sound superficial and probably will be at this point. As far as the specific deficit situation is concerned I would prefer to respond in detail to that when I have staff here who have been involved in working that through with the society.

In general terms perhaps I could say this. There are certain matters, particularly relating to case-load growth and so on, in which during the course of a given year societies can incur expenditures that are over what the initial approved budget provided. We do meet those in supplementary budgets in the year. That has been the practice for a

number of years.

We do not have absolute control over the decisions of a given society. It's not a handson kind of situation-not to that extent, at least-with respect to every decision that may be taken. From time to time we are faced with situations where societies decide to do something which may be clearly outside our budgetary guidelines as communicated to them and for which they do not seek approval from us. That has happened this year in some societies. I am not referring specifically to Algoma, but to societies on a broader basis with whom we

communicated as soon as we knew our budget allocation in the early part of this year, the guidelines for their own budget process which clearly set out our situation with respect to certain additions of staff pursons who were without prior authorization.

The budget process was affected this year by what appeared to me and to others to be a decision on the part of some societies to, perhaps collectively to some extent, submit budgets not based on our guidelines but on other criteria they felt to be more appropriate. This resulted also in some decisions since February 1 to add staff who were not direct service staff which they clearly knew at that time were not increases in salary funding we were in a position to approve.

We are trying to assist those societies to reconsider in terms of helping them with cash-flow problems while they make adjustments. We are simply not in a position to have societies saying, "To hell with your guidelines, we're going to do what we think is appropriate and you have got to pay," because that is an impossible way for us or anybody else to operate.

Mr. Ramsay: Excuse me, but isn't that the way it is happening?

Hon. Mr. Norton: That has happened in a number of societies this year, yes. Where they made decisions based upon expectations which were not met in our guidelines when we were able to issue them in February, where they made decisions in the latter part of last year and could be seen to be legitimately making those decisions in expectation of our being able to proceed on the basis of assisting with those staff, we are assisting those societies with what's referred to as the roll-over costs of those staffs on an annualized basis.

Where societies have taken decisions quite contrary to the guidelines we are not in a position to bail them out. What we will do and what we have done with some is to help them with cash-flow situations in order that they can make the appropriate adjustments.

Some, for example, have said, "We are going to have to lay off X number of employees in the last two months of this year because we're going to run out of money," because they may have taken on three unauthorized or unapproved staff. If they've had those people throughout the whole year, in a situation where they would have to lay off several more than three in order to recoup the whole year's salary for three in two months, we will help them in those situations, but we will not be in a position to

say, "The cost of those staff are built into your base and carry on as if you had had authorization."

Mr. Ramsay: Just one quick supplementary and I won't interrupt again, but are you on a global budget or are you on a line by line budget? Global is referred to in so many cases but then you just made a comment a moment ago that would indicate it's line by line.

Hon. Mr. Norton: The society's submissions to us—and correct me if I am wrong—are on a line by line basis and they are approved on that basis.

For example, one question was raised in the House about a society that apparently got less than a full five per cent. In some of those situations, what happened was not that they got a lower allocation necessarily than others on a comparable basis in terms of salaries, but they may have requested in certain other line items less than the maximum allowable amount. Therefore, when you take a global look at their budget they may have, in fact, had less than five per cent.

They do have the capacity—this year particularly, we have indicated to them they do have the capacity—to move money in limited ways within their budget, in order to meet the kinds of problems some of them are facing in terms of, for example, wage settlements that are in excess of their salary allocations. It's not completely on a global basis, but we are allowing that kind of flexibility.

Mr. Ramsay: The reason I asked that question is if the money is required for this wage settlement in Sault Ste. Marie—the question is going through the minds of a lot of people—can it be obtained by robbing another section of the total global budget if the directors want to find the money?

Hon. Mr. Norton: Without speaking with personal knowledge of the intricacies of their own budget, theoretically, yes. They may have reasons for saying no because of the particular situations in other areas of their budget. I don't know that myself, but it is certainly theoretically possible.

Because of these kinds of difficulties that have been historic for a number of years in terms of funding, and this year is no exception, except that perhaps the pressure is somewhat greater on all of the agencies, we have been working for some time on the development of a new approach to funding children's aid societies and also other agencies, but particularly children's aid societies, in co-operation with the Ontario Association for Children's Aid Societies. I expect to be in a position within the relatively near future to an-

nounce the kinds of things we have come up with in making very significant improvements in the funding process. Much earlier this year, in fact within the next month or so, I also hope to indicate to them the rates of increase in next year's budget so they will have a better opportunity to plan with hopefully greater flexibility.

Mr. Ramsay: That's very encouraging.

Mr. Wildman: Mr. Chairman, in response to the minister's comment with regard to monitoring and guidelines when I asked about it and his basically stating it is subjective, based on individual personal professional judgement, I would indicate to him that one individual who was involved in working during this strike resigned and she was quoted as stating she was leaving because she was expected not only to provide emergency crisis-care services but also everyday nonemergency children's care duties. I suppose that's her individual professional judgement.

Hon. Mr. Norton: Presumably. Obviously her judgement at that point in time differed from that of the management of the society in terms of what was appropriate. I suppose that only reinforces what I have already said about the necessity ultimately of it being an individual judgement call which will vary from individual to individual. If you had spoken to the management staff with whom she was working and—

Mr. Wildman: I did, but they wouldn't comment.

Hon. Mr. Norton: It may well be they were not of the same opinion as the person who left

Mr. Wildman: At any rate, just to finish off
—I won't prolong this any more than necessary—I think we're all concerned about the
children at risk. I think all of the people in
the dispute are as well and that's what makes
it so difficult.

[5:30]

I think it is interesting to note that in terms of meeting emergency care, in terms of children at risk, during the three months of this particular strike there has been a phenomenal increase in the number of children in care. It is much higher than normal. This would tend to indicate to me that the staff that is working is doing the best it can, responding to the court orders although that has been raised and questioned in terms of the number of 18 out of the total of 50 or 70 or something like that; I am not sure what the figures are.

In terms of complaints about possible child abuse, they seem to be able to remove most

of those children who appear to need to be removed from their home situation, but then they are not able to process them further. In other words, they are staying in care rather than having some of them who could be, returned.

In terms of dollars and cents alone, that adds up to a lot of money. That adds up to something over 70 children in care over and above those who were in care at the beginning of the strike and I think it costs something like \$6 a day per child, which is something like \$450 a day. What that works out to in a week I don't know, but you are talking about figures of \$2,000 to \$3,000 a week. I don't know whether it would be fair to do so, but if you project that over a threemonth period it would seem to me that the cost would be in a range of \$25,000 or more to the board in terms of perhaps additional cost that might not have been experienced in normal circumstances.

It is ironic if that figure is accurate—and I have no way of confirming it, it is projected on the basis of information I have received—that that figure would probably have been more than enough to resolve the dispute. If that is the case, then that really is unfortunate. The minister may wish to respond.

Hon. Mr. Norton: I think the phenomenon you described—and it is my understanding and the information I have would confirm there has been an increase in the number of children in care—it seems to me is not at all surprising under these circumstances.

Mr. Wildman: I don't think it is.

Hon. Mr. Norton: Obviously the demands upon staff, if a child is under supervision in a home situation, are greater in ensuring the safety of children than it would be if they are in care for a period of time. Although that is not a pattern we would normally encourage in these kinds of circumstances, I can well understand that a child-care worker, recognizing the difficult period of time in providing that kind of appropriate supervision for these numbers of children, would say that the responsible thing to do is to bring in the child for the time being.

Mr. Wildman: Yes, I don't dispute that.

Hon. Mr. Norton: As far as the costs are concerned, if the costs you are citing are correct I would point out that as a proportion of the budget of the society I would expect they can probably handle that. As I recall, their total budget is in the range of \$1.5 million. Those costs you refer to, even if they were annualized, would be in the range of \$150,000. That is a lot of money. Nevertheless, it seems to me, as a responsible decision

on the part of the child-care worker in order to ensure that children are not unnecessarily at risk or in high-risk situations, I would not wish in any way to try to second-guess them.

Mr. Wildman: No. Mr. Chairman, I want to clarify that I was not second-guessing them. I agree if there is a possibility and the evidence seems to indicate a child is in need of care and is at risk if not removed from a particular situation, they should err on the side of caution. There is no question about

But, in terms of the dollars and cents involved, all I was pointing out was if those figures are at all accurate over a three-month period, we could have resolved this dispute three months ago. If the board could find the money for that, maybe it could have found the money three months ago.

Mr. R. F. Johnston: If I could I'd like to talk about planning in terms of the elderly.

On page 11 of his opening remarks the minister states, "Over the next year we will be putting substantially increased efforts into planning for seniors." All I can say is "hooray." But, I read on and discover it seems almost as if there is no planning capacity at the moment, or has not been, in the ministry. It seems really bizarre to me. As someone who has been involved in the field of the elderly for the last seven years or so and has heard the statistics for increasing numbers of the elderly since the beginning of the 1970s as to the projections about what we were going to be facing; has heard all the common wisdom about the need for community-care kinds of services since the early 1970s; has heard about the fragmentation of services under the present system; and has heard the need for a continuing of care as not in the present system, it is just bizarre to me that we have waited until now to hear that next year there is going to be more effort put into planning for seniors.

The kinds of things you are talking about on pages 11 and 12 of the revised, condensed version are, damn it, all things that should have been going on in your ministry. There are very capable planning people in your ministry who I thought were involved in planning. When I was involved in one of your alternative-care programs and was trying to establish some criteria for reviewing those programs in order to make some planning and policy decisions, I was impressed by the quality of some of the people I dealt with at that time. Yet there is nothing being offered from the ministry as start-

up in this.

The ministry is only saying that there will be started simultaneously with a great flash, an internal review, then a dialogue with the communities, discussion with provincial and national organizations and dialogue with the ministries. That is great. Our party has been advocating for years the close integration of the Health and Social Services ministries in terms of the elderly. I really hope that starts in a meaningful planning fashion. In the pilot project I was involved with on alternative care we actually did amalgamate those things in service delivery and it worked very, very well. But I know we kept running into conflicts with the criteria of your various programs.

People who have been in the field for a number of years know that there has been a real concern about EPCs and there have been any number of presentations made to you. There was the Metro-provincial task force that looked at it; you had commentary on that from various lobby groups within that service field and yet we haven't heard your position on the EPC report findings up to this time. We have no guidelines in that area as to what we should be expecting. It's just like a tabula rasa. We are starting off fresh and clean with no ideas from the ministry and we will go from here.

I find that personally disappointing. I would have loved to have seen some line saying that because of the planning we have been doing over the last number of years we have these recommendations and we will be looking into these particular areas. Not just that the issues will be addressed and the dialogue will be these following things, but that you have very specific recommendations to use as a basis from which to start discussions that in response to various organizations across the country which have been dealing with this field and making recommendations the following is recommended, then use that as a white paper that will be the focus of discussion. I would have hoped that would have been forthcoming. I was looking at the Ontario Welfare Council's letter to you of October 9 which revealed some of its concerns with this. It said that it was adding this appendix of questions in terms of planning. It says, "You have a list of questions which detail our concerns in the following areas: (1) The process of provincial policy-making."

I am really wondering what has been going on in the past, regarding the data base from which this public policy information is taken. It seems to me if you are getting down to the stage now of talking about what is a user charged, what is the definition of home-support services, what is the definition of com-

munity-support services, surely you have that sort of thing down. Why are we making it sound as if nobody has been talking about these things for the last 10 years, for goodness sake?

The interrelationship of existing programs and the relationship of programs and overall public policy framework—we have this example where you are throwing in an extra \$1.5 million or \$2 million or however it happens to apply on a given day in extension of programs which normally would have been funded under EPCs or maybe under alternative-care proposals which seem to be stopped.

There is no clear definition as to how much of that is going into helping those EPCs which are in desperate trouble at this point and how much is going into new programming. At the same time as you are making this recommendation that this money should go into this, you are saying, "We have to go right back and decide where we are going. We aren't giving you any direction as to where we are going. We are going to work that out over the next goodness knows how long." The process is expected to begin this fall you say, but you don't say when it is supposed to end. I am afraid that I might be an octogenarian by the time it gets around to that.

One of my major reasons for getting involved with the elderly in the first place was self-preservation and looking out for myself. You can ask Dan Rooney. He will tell you that when I went to work for New Horizons that was the only reason I applied for the job. I was 26 years old.

Hon. Mr. Norton: I was going to comment when you said that you had been involved in one of the programs. I thought that you had survived very well, judging from superficial indications.

Mr. R. F. Johnston: Exactly, I survive most things. I even survived New Horizons and, as Mr. Rooney will be able to recount, that is no mean feat. But I won't get into that. That is a federal program and it deserves to be raked over the coals at another

I am concerned that this is the stage that we are at at the moment. I was very pleased to see that the OWC had raised those issues with you.

It seems inconsistent to me that there shouldn't have been a response from the ministry on the EPC business prior to coming out with any sort of comments on additional money, especially now when they are saving that the whole planning process has to be developed. I realize we don't have a lot of

time but I presume that you are going to tell me a great deal about what has been going on and what I can expect. Therefore I won't go on at great length at this point but will instead when we get down to service deliveries start to be picky.

There is one whole area of institutional care that really bugs me; in terms of our emphasis I think we are out to lunch on it in this country. That applies to health care as much as it does to just custodial care in homes for the aged.

I think our approach to nursing homes and our philosophy about nursing homes is dead wrong. Our institutions are terminal-care institutions, in my view. That is how we look at them. We do not make any real concentrated attempt to rehabilitate, to get somebody who is extracted from the community back into the community in some sort of way. We really have not systematically looked at that.

It is true what you say about the people in homes for the aged getting older. We all understand that is going to happen and that a lot of their needs in terms of health care are going to come close to what we now see as a nursiing home or chronic-care facility. But even in those institutions there is all sorts of evidence to say that with proper staffing and proper rehabilitation you can get those people back out into a meaningful relationship in the community. We just don't do it in this country at all.

I am disappointed to see in your statement about institutional care that there is no thrust to say that that is what we should be doing. It is going to be expensive; I am not one of those people who will pretend that a continuum of care can be produced cheaply. I am not one of those people who believes there is going to be some sort of cheap panacea to save us from the construction costs of institutions. I believe it is going to be more expensive to do properly because the kind of staffing you need is much more intense. But I really would have hoped that that kind of a statement would have come forward and that we would have some idea of what you want as a minister and what your ministry wants in terms of the services delivery and how you are gooing to coordinate it.

[5:45]

Hon Mr. Norton: Mr. Chairman, I don't have the benefit of my words of wisdom in front of me at the moment. I can only say that had I opened by addressing all of the things in the kind of detail that you're inviting now, what was a 91-page opening statement would have been much, much longer.

If the impression was left that we had not been doing anything in this area it was an inaccurate impression and for that I apologize.

In fact, a great deal of work has been going on. I suppose that the point we are reaching now is really the culmination of a good deal of that work. We have been trying to pull it together in a co-ordinated fashion, both within our ministry and in the Ministry of Health in terms of the kinds of co-operative efforts that have been going on.

In a moment I will ask Mr. Anderson, who is the assistant deputy minister of adult services, to respond in greater detail, if you wish, on some of the specific things that have been going on under the aegis of his division.

I would indicate that it's my expectation that some of the new funding will relieve the pressure on some of the existing EPCs. As you are well aware, a number of them have been providing services that I think were not intended originally with the funding that was made available to them. The original concept, I think it is fair to say, was mainly that it would be social and recreational and the rewriting of that legislation is something which we intend to embark upon.

Mr. McClellan: It's been obsolete for 10 years.

Hon. Mr. Norton: It has served many people well. I acknowledge there are difficulties associated with it. Many of the programs that the EPCs have been providing I hope will now be funded under some of the new funding and on what will result in a more generous cost-sharing arrangement.

Regarding the comments you made with respect to institutional care for the elderly, I think that there has been some significant progress there. I would join you in condemning what has been probably a North American phenomenon, if not broader than that in terms of the pattern, not only with elderly people but with other groups in our society in seeing institutionalization as too often, historically, an easy route.

At the time it began I am sure it was seen as a significant improvement. In fact it was, and I don't have to go back beyond my own childhood to recall the kind of very positive progress that was being made in the establishment of new homes for the aged across this province replacing the old county homes in many communities, that were at that time adapted farm houses in the community where I grew up. The improvement that was seen in those kinds of facilities was great.

Over a period of close to two decades this province provided a very large number of homes for the aged and I remember a time when people, sometimes before they reached the age of 65 or very shortly thereafter, saw that as their source of greatest security for their old age, to be able to move into the home for the aged.

We have now for some time been embarked upon, one might say, a reversal of that trend. If it has not been a reversal, certainly there has been an expansion of the alternatives available with the opportunities now available to many elderly people to live in apartments provided in fairly large numbers through Ontario Housing projects, in some cases with support services provided within, so that there is a broadening of the alternatives.

We have also been trying to address the situation in the homes for the aged, which is probably a natural result of the increasing age of the population. We have been encouraging and assisting in the development of what, if I am not mistaken, are referred to as reality-orientation projects for those persons who were disoriented and who might have been viewed in the past to have been in an irreversible state of disorientation. A good deal of work of that nature is being done across the province.

Whether that will lead them to re-entry into the community or not in all cases I think probably is unlikely at this point in time. But I think there's a growing recognition of the need for more of that kind of service.

Perhaps just to respond more fully to your concern about the fact that we might have been treading water over the last while, as opposed to looking at—

Mr. Wildman: Treading ground.

Hon. Mr. Norton: Clearly, we really do make progress. We never pretend we can walk on the water, we swim. Perhaps Mr. Anderson would like to respond a little more fully.

Mr. Anderson: Mr. Chairman, there is not a great deal more to say. The minister has clarified the position quite well.

Over the last several years we have been undertaking a number of experiments, a number of fragmented programs. I think the plan mainly now is to bring those into one comprehensive piece of legislation around home-support services, or whatever it might be called, to make that more fully available under different concepts of needs or income testing, perhaps, than we have used up to now and to make them more comprehensive to be able to deal with more different kinds of home situations. That's the area of planning, and particularly of consultation, we're hoping to enter into now, to bring those

things together so that there can be a selection of services provided to a range of

people.

I think the minister has already made it quite clear what our position is with regard to institutionalization. I am not so sure that word "deinstitutionalization" that has become so popular really will have a major application to the very old people. Over the last 10 or 12 years what we have seen is the age of admission change from about 67 or 68 years on the average, to an age well over 80 at the time of average admission in Ontario.

At that stage, outside of bringing people back to a reasonable state of health to live within the protected environment and to participate very fully in the range of activities, which can be considerable, in a home, how realistic it will be to think in terms of sending people in their middle and late 80s back into the community, into single dwellings, is—

Mr. R. F. Johnston: What's the option?

Mr. Anderson: I think the options are there but are being exercised, obviously, to remain out of the home for the greatest length of time. The economic pressures are no longer there to the degree they used to be. People don't have to seek admission to a home for the aged simply to get economic relief from the pressures of housing costs. It's no longer difficult to stay in your own apartment. You don't have to worry about heating if all you have to do is turn up the thermostat as opposed to keeping a wood fire going, or any number of these situations. We can provide home nursing.

So all of these things are deterring the admission, as we say now, to age 82, age 83 on the average, and whether you're going to reverse those kinds of situations through the process of deinstitutionalization, I would

doubt very much.

Much more can be done. The concept of protected apartments and community living in apartments is very acceptable to many elderly people living in urban centres particularly, and with the resources we can bring together under this home services legislation which is being developed, we think we will have made a very significant step in keeping people in the community to the greatest length of time possible without economic or social pressures to give up their homes.

Mr. R. F. Johnston: Let me comment on that. I disagree fundamentally that people do not enter homes at that stage because of economic or social pressures. I believe they continue to do so. I believe that one of the difficulties in determining why people go into homes is because of the means of entering. It is often through doctors and usually there's some sort of medical excuse, if not an actual reason.

From my involvement in going door to door and meeting people in their homes in the southern part of my riding, which has a very large old population, those people are really strapped, as far as existing in their own homes goes. Yes, there are other kinds of options to move to other kinds of housing, but a lot of people ultimately do make the move out of social and economic pressures, as much as for physical reasons. I really believe that.

Mr. Wildman: I wanted to ask a supplementary somewhat along the lines of your comment, especially in terms of northern Ontario and the small isolated communities in the north where some of those other options you referred to mean travelling hundreds of miles away from home, friends and family.

You are involved in a pilot project in Hornepayne where residential and extended-care facilities are attached to the community hospital, so there is the option of not having to go into an old-age home 260 miles away, which is the closest one. One can move one type of care to the other. One can be in the hospital for a short period of time, move into extended care and then as one's health improves move into residential care, all in the same facility or attached to the same facility. To me, this really provides an option for northern Ontario and small isolated communities in the north.

I know that right now they are considering expanding that facility into the focal point for in-home programs through the outreach program. That's a very good thing. The Minister of Health (Mr. Timbrell) has said he accepts the recommendation of the Algoma District Health Council which says this is the way we should be going, this particular facility must be continued, the pilot project must be extended on a more permanent basis and we must replace the prefab structure with a permanent one, which everyone agrees is inadequate. The Minister of Health has accepted the concept that that is where we should be going and that the ministry is willing to commit its share of the cost.

I think that not only should this one be continued, but it should be expanded into other communities in northern Ontario. There are a number of other communities that have asked for this kind of thing.

In terms of your whole review, I'm just wondering where we are at and how long it is going to take to get a response from your ministry in reaction to what Mr. Timbrell has said. He has said he will go for it. Now it is up to you to say you are ready to go for it. So far Dr. Williams has said, "We are willing to go for the outreach, but we're not sure yet about the rest. Because of our restraints, we're concerned about capital expenditures," We're waiting for you. What about you?

Hon. Mr. Norton: In principle, I don't think there is anything at issue here, except that you have zeroed in on one area that is problematical; that is, the question of available capital funding. The only thing you're pointing out is that perhaps the Ministry of Health is in a better capital position than we are.

Mr. Wildman: Are you saying he's more effective at getting money from the Treasurer than you are?

Hon. Mr. Norton: I wouldn't say that. He did do very well this summer.

Mr. R. F. Johnston: He got a lot of encouragement though.

Hon. Mr. Norton: You have to say that in some instances we did better in terms of direct increases to certain areas of service, like children's services and so on, than was true in most of his programs. I suppose it's a tit-for-tat situation or whatever the expression is.

Mr. Wildman: Seriously, I think you would agree in princple that this is a concept that should be looked at and expanded across northern Ontario.

Hon. Mr. Norton: I don't think that in principle there is any issue. There may be other appropriate kinds of services that ought to be provided in some communities. It's

true that the geographic difficulties that have to be overcome in northern Ontario are unique within this province.

Mr. Wildman: In some cases there you do have to keep wood fires going.

Hon. Mr. Norton: That's right. In fact, in some cases it's not merely a question of having to travel some distance to existing services. Some people are living not only in small communities but also quite remote from anyone else. Your colleague from Scarborough West—

Mr. R. F. Johnston: You have relatives in my riding, I understand.

Hon. Mr. Norton: That's right. I have a number of relatives there. I warned you earlier today that they're keeping tabs on you.

Mr. R. F. Johnston: Are they elderly?

Hon. Mr. Norton: They would certainly not approve of my saying they were.

Mr. R. F. Johnston: Members of my riding association.

Hon. Mr. Norton: It's a good thing my sister isn't here today.

I think we have to be careful that the approach does not develop into a new means of institutionalization.

Mr. Wildman: I agree.

Mr. Acting Chairman: Gentlemen, the witching hour has arrived. We had quite a discussion under main office. Would it be possible to have the other areas of concern covered in detail as we get to them? In other words can we carry vote 2901, item 1?

Item 1 agreed to.

Mr. Chairman: The meeting stands adjourned until the usual hour tomorrow afternoon.

The committee adjourned at 6:02 p.m.

### **CONTENTS**

	Monday,	October	29, 1979
Ministry administration program			S-1029
Main office	***************		S-1029
Adjournment			S-1050

### SPEAKERS IN THIS ISSUE

Blundy, P. (Sarnia L) Bryden, M. (Beaches-Woodbine NDP)

Davidson, M. (Cambridge NDP)

Gaunt, M.; Chairman (Huron-Bruce L)

Johnston, R. F. (Scarborough West NDP)

Kennedy, R. D. (Mississauga South PC)

McClellan, R. (Bellwoods NDP)

Norton, Hon. K.; Minister of Community and Social Services (Kingston and the Islands PC)

O'Neil, H. (Quinte L) Sweeney, J. (Kitchener-Wilimot L)

Wildman, B. (Algoma NDP)

Young, F. (Yorkview NDP)

From the Ministry of Community and Social Services:

Anderson, J. G., Assistant Deputy Minister, Adult Services

Carman, R. D., Deputy Minister







No. S-37

# Legislature of Ontario Debates

Official Report (Hansard)

**Social Development Committee** 

Estimates, Ministry of Community and Social Services



Third Session, 31st Parliament Tuesday, October 30, 1979

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

## **CONTENTS**

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario. Editor of Debates: Peter Brannan.



# LEGISLATURE OF ONTARIO

Tuesday, October 30, 1979

The committee met at 4 p.m. in committee room 1.

# ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES (continued)

Mr. Acting Chairman: Given the time, with the concurrence of the committee I would recognize a quorum. Is there any objection to that ruling?

Mr. McClellan: I have no objection, but I want it put on the record that I have been here since the end of routine proceedings, which was 3:15 p.m.

Hon. Mr. Norton: Mr. Chairman, if I might, perhaps I could apologize to the committee and explain the misunderstanding that I had. Following routine proceedings, it was originally my understanding that there was a motion which was likely to lead to a vote and members were expected to be in the House. Prior to and following the beginning of the debate, I checked with both the chairman of the committee, who was leaving, and one of the acting chairmen, who I thought was to be the initial chairman this afternoon in the order of things, both of whom confirmed that we were to be in the House until the vote had been taken. So I was sitting in the House,

Mr. Renwick: Is that why all you people were sitting there?

Hon. Mr. Norton: That's correct. So I apologize if we all didn't have the same messages.

Mr. Acting Chairman: The explanation has been given. I would remind the committee that so far we have passed vote 2901, item 1, and that is all.

On vote 2901, ministry administration programs, items 2 to 10, inclusive:

Mr. Renwick: Mr. Chairman, if I may, and if it is in order, my colleagues and I have discussed this matter a number of times and it has been a matter of discussion in the House and elsewhere in this committee on other occasions. I want to deal, I hope in a succinct way, with a specific case situation which I have had and then find out whether, as a result of the outcome, that is the policy

of the government; if it is, I have some supplementary suggestions which I hope the minister will respond directly to so that we can clarify this matter forever.

Mr. Acting Chairman: Excuse me, Mr. Renwick, if I may. You are going to direct your question to government policy?

Mr. Renwick: Yes. I want to find out whether or not the outcome of this case illustrates government policy, and then I want the government policy enunciated, whatever that is; whether it is in conformity with the outcome of this case or whether it is something different, that is what I need to know.

Unfortunately, I can't really believe it, but the file of my case has been misplaced; so I have to go by memory. Fortunately, the case is solved; that is why I am so anxious to find out whether it is general government policy or whether it was just persistence on the part of my constituency office and myself that managed to achieve a solution of it.

The situation is very clear. It is a specific situation of a woman who was deserted by her husband and has one child. She immediately came to see me at what was at that time the legal aid centre in my riding and she was, for many reasons, motivated to get support from her husband for herself and her child. You can take it, Mr. Chairman, that it was an absolutely clear case and nothing to argue about. I tried unsuccessfully to obtain assistance. The husband retained a law firm to act for him, which then proceeded to delay matters indefinitely. I referred her, after consultation, to a law firm to take the case for her and at the same time applied for assistance under the Family Benefits Act.

The assistance was granted to her. She proceeded to try to collect through the law firm to which I had referred the case. The lawyer called me to say that, to her surprise, the constituent of mine involved had been refused a legal aid certificate and that she unfortunately, therefore, was not in a position where she could take on the case for the constituent of mine. I discussed it with her and found that she was upset and concerned because the position of legal aid was that since it was essentially a family benefits

matter it was not a matter in which they would grant the certificate.

If my memory serves me correctly, I took it up with the ministry at the point in time where she had been advised that her family benefits assistance was going to be cut because she was not taking the necessary steps to collect the support payments from her husband. It was either that it was cut or that it would be cut unless there was clear evidence that she was proceeding with diligence to get support from her husband.

When the matter was referred back to try again, as I understand it—and this is the part where I am not perfectly clear what the intervening steps were—my constituent came to tell me that your department had been in touch with her and that it was now assisting her; she had been in court for the first hearing and she was going back because she was now going to be represented by a lawyer under the legal aid plan, presumably because the ministry had recognized that it had an interest in the matter and should support it. That is a happy solution to that particular case.

My concern is the immense length of time it took to reach that point and the unanswered questions as to why the decisions were made along the line that put my constituent in such a jeopardy over the dollars needed for the care of herself and her child. I have these questions of the minister which I have tried to frame.

First of all, what is the exact policy of the ministry with respect to a person in the situation of my constituent? Does the ministry assist and support the beneficiary under the Family Benefits Act in claiming support from the husband in order to reduce the burden on the public? If that is the position and if it is supportive of the beneficiary of the family benefits, what is the exact procedure that should be followed?

My third question is what is the position of legal aid, particularly having regard to the ambiguous position that the ministry is in, since it is the ministry which decides the question of need for a legal aid certificate on the financial assessment proposition.

If the ministry's position is clear and permits of it, then a directive or pamphlet should be issued outlining precisely the steps which should be followed in these situations. I raise it not only because of my concern not only about my constituent, and about many persons who have been in the same position across the province, but also because the dollars of unpaid support must represent a significant burden of additional dollar expenditure by your ministry which, if paid,

would perhaps reduce to a considerable extent the expenditures of your ministry under family benefits assistance allowances.

That is a lengthy way, and it may well be that the ministry wants to do it through the individual applicant who is its beneficiary. My question, therefore, is whether it is up to the individual beneficiary, unsupported, to make the application and to pursue her remedy. Does the spouse have the support of family benefits in the co-operative way that this case appears to have worked out? If the ministry insists on going that way, will it put out the directive that I've requested or, alternatively, will it take the clear route that my colleague has urged for some time, and that we have urged, which is either to take an assignment or to automatically provide by statute that when a beneficiary receives assistance under family benefits, then the ministry is automatically subrogated to the position of the beneficiary with respect to the enforcement of support payments?

I do hope this is not an argumentative matter. I would hope that the time has come where an actual written pamphlet or directive would be available, so the next time a constituent appears with this kind of a problem, I can say, "This is the procedure you are to follow: one, two, three, four, five, or whatever it is." I hope I have put a clear case. I regret that I don't have the actual dates and facts to have quoted from. I think the outline is succinct. I don't think there is any question of the equities of the matter. Would the minister now endeavour to clarify my problem and answer the specific questions I have tried to put before him?

Hon. Mr. Norton: I am not sure I got all of the questions down. You may have to jog my memory in a moment.

First of all, in the situation you have described, it is my understanding of the agreement with the Ontario Legal Aid Plan that applicant under those circumstances would be eligible for a legal aid certificate. I have been advised by staff that, following that particular case, a memorandum was issued to the area directors pointing out to them that it was our understanding that under those circumstances a certificate would issue. In that case, I don't know why the applicant initially was denied a certificate. As I understand it from your description, there had to be a re-application before a certificate issued. I hope that aspect is now clarified in the minds of the area directors.

On the question of support on the part of the ministry for the individuals bringing such applications, I am not sure what you envisage when you use the word "support". At this point in time the ministry would not be a party to such an action as I understand it.

Mr. Renwick: I understand that.

Hon. Mr. Norton: It is clear that in some instances the ministry is actively supportive of the client.

Mr. Renwick: Can you clear up one matter, that in no instance will the ministry create a situation that could be interpreted as a threat that the family benefits assistance is going to be cut or reduced?

Hon. Mr. Norton: I'm sorry; would you repeat that?

Mr. Renwick: I am trying to put it politely. My client was told that unless she proceeded with alacrity to claim her support some review would be made and it might be that her allowance would be cut.

Hon. Mr. Norton: That certainly is not my understanding of the policy. Perhaps Mr. Alfieri could respond to that, since he is the provincial director of that program.

Mr. Alfieri: Thank you very much, Mr. Chairman. The policy is that whenever the recipient is able to pursue maintenance and has the capacity to do so, if a lawyer is required then legal aid will provide for that. Our understanding with legal aid is that in all situations where the husband has her presentation, they will automatically provide that. I believe there is definitely a memorandum that has gone out to all area directors of legal aid to specify that particular policy.

Our policy in relation to eligibility for family benefits is—

Mr. Renwick: May I interrupt before we leave that point? Do I understand clearly now that if a person on family benefits assistance applies for a legal aid certificate in order to pursue a support payment from the spouse, either for herself or for her dependants, that the legal aid certificate will automatically issue?

Mr. Alfieri: No. If the husband has representations in court himself, then the certificate will automatically be issued.

Mr. Renwick: What do you mean by that?

Mr. Alfieri: If the husband has a lawyer, and the woman, our client, is put in an unfavourable position by not having legal representation then they would issue a certificate.

Mr. Renwick: Let me interrupt again. Are you therefore saying that it is up to the beneficiary to go to the family court to make the application for support, and it is only at the point where that matter is contested that she would get a legal aid certificate?

Mr. Alfieri: That is one of the conditions of the legal aid plan, which incidentally is not within the jurisdiction of—

Mr. Renwick: I understand. That's part of our problem; it's not part of the solution.
[4:15]

Mr. Alfieri: If there are questions that go beyond questions of quantum—that is to say, the amount of money that the husband should pay to the wife—then they would also issue a certificate. If the case is a simple question of determining exactly how much the husband should contribute to his wife and children's support, and if it's just a question of determining need versus income, and the husband is not represented, then they are not too prone to issue a certificate in those circumstances.

Mr. Renwick: I am trying to get back to your ministry. What pressure, if any, do you bring to bear on that beneficiary?

Mr. Alfieri: We have to be satisfied that the applicant or the recipient is doing everything that is possible to pursue support and maintenance.

Mr. Renwick: What does that mean?

Mr. Alfieri: In the example you have outlined, I'm surprised to hear that the fact that she was trying resulted in her receiving a message to the effect that the benefits would be cut off. As long as she is prepared to pursue that and she is takings steps to do that, anything that is beyond her immediate control would not be deemed a reason for ineligibility. In the absence of the specifics of the particular case, but as far as the policy is concerned, the fact that she did take steps to pursue support and maintenance and she was blocked, if you will, by legal aid or whatever, should not have resulted in a situation where we would have deemed her ineligible.

Mr. McClellan: The onus is on her; the onus is on the individual applicant to initiate whatever court action is required by the ministry.

Hon. Mr. Norton: As I understand the situation at the present time, she would be the only person with the status to do that.

Mr. McClellan: And if she doesn't do that, she is disentitled from family benefits.

Mr. Alfieri: Not necessarily. The onus is on her, and it's a primary responsibility unless there are circumstances which warrant her not becoming directly involved—that is to say, she is unable to do it because of illness, disability, fears of threats or things like that—at which point we would intervene directly,

either by assisting her in the process or by taking action on our own volition and becoming an interested party to the thing. We have been able to do that since the introduction of the Family Law Reform Act. Our policy right now is that we only do it in instances where we are satisfied that the applicant herself cannot do it.

Mr. Renwick: What do you tell the beneficiary? The beneficiary has made application; family benefits have been awarded to her. What is your next step? What do you tell her she must do?

Mr. Alfieri: At the point that she applies, when we complete the application we advise her of the fact that, since there's a possibility of security support from her deserting husband, it's her responsibility to pursue that. We assist her in the process by assisting her in making the referral to the court or in completing the application forms required for that purpose. Then we follow up on it.

If there is any need for additional assistance through our parental support workers, we provide that; but at the present time, in the light of the scarcity of resources of the program, we only do it in areas where we feel that the woman is unable to do it on her own.

Mr. Renwick: You seem to me to divide the persons into two classes. Is there a point in time in which an applicant is denied family benefits or the amount awarded to her is less than the statutory entitlement or she is continued on general welfare systems and not transferred to family benefits because she hasn't done something on her own?

Mr. Alfieri: Only when we are satisfied that she is not pursuing this potential.

Mr. Renwick: What do you mean by pursuing?

Mr. Alfieri: She has to actively pursue it.

Mr. Renwick: What is "actively pursuing"?

Mr. Alfieri: She has to attend at family court and lay a charge or swear an information unless she can give suitable reasons why she's unable to that.

Mr. Renwick: If she has gone to a family court in an appropriate area of the province and has made an application for support, that meets your test?

Mr. Alfieri: Yes, that meets the initial test. However, if she subsequently withdraws the application or doesn't show up at the hearing, or anything along those lines, then the case would have to be reviewed in the light of developments. If she goes to family court and lays a charge and a hearing is scheduled,

then we pursue the question of how that situation—

Mr. Renwick: I'm not talking about defaults in pursuing the remedy. I want first of all to deal with the point in time where she has made an application. You have said, "You will get your benefits if you do this thing; walk over to the court and put in an application." Do you then grant the benefits?

Mr. Alfieri: Yes.

Mr. Renwick: Automatically?

Mr. Alfieri: As of June 1 we do.

Mr. Renwick: As of June 1, 1979?

Mr. Alfieri: Yes.

Mr. Renwick: We've got that step clarified. That is automatic. It's not a question of a review or anything. As long as the person gets to the court and makes the application, you will grant the award?

Mr. Alfieri: Yes.

Mr. Renwick: Now you come to the question of default. Whose obligation is it to monitor what that person does about court hearings and time delays? I don't know whether you've been near that court recently, but it's a pretty unconscionable way to have to conduct your business, to go and wait in that court for your case to be heard at some point in time.

Mr. Alfieri: Our field staff follow up, as a rule, with the applicant with respect to the outcome of the court case for as long as the process continues, regardless of the delays in the court system or anything else. As long as we continue to be satisfied that she is pursuing that question, the case continues to remain eligible.

Mr. Renwick: May I ask—I can't demand; I would demand if I could—that two things happen; that, if the applicant is told to go to the family court and goes to the family court, she be automatically entitled on application to a legal aid certificate so that a lawyer can be appointed; and that it will be the obligation of the lawyer to pursue the question in all of its aspects?

Hon. Mr. Norton: Presumably that's something Mr. Alfieri can't respond to. I would certainly undertake to discuss that with the Attorney General and the Ontario legal aid plan to see if that matter can be clarified or straightened out as you suggest. I can see merit in that, especially in view of some of the problems that recipients are having.

Mr. Renwick: It creates a great amount of anxiety in a person who is dependent on somebody else for the financial support to live, to have any threat involved in a time

of personal distress or turmoil as a result of a separation or whatever the reasons are. To add to the burden of that person seems to

me to be quite unconscionable.

If you won't go the subrogation route or the assignment route and take the responsibility yourself, then I think you've got to say: "You have a need. We are going to make an award to you. We are going to assist you in making the application to the legal aid plan for a lawyer to go with you to the court and to lay the application in the court and for the lawyer to take the responsibility of pursuing the matter."

Then, it seems to me, your ministry can deal directly with that lawyer with respect to the progress of the matter and the arguments about why there's been a delay; what the problems are that they've encountered; whether it's being defended and processed; whether the person has any money or doesn't have any money; whether the person has a job; where the person can be found to be served or whether he can't be found to be served. Then you eliminate any further stress for the person already under stress.

It seems to me we should be able to get to a very clear procedure about it requiring, as it would, the co-operation of the legal aid plan. It does seem to me that, if that position can be established, then you have relieved completely the constituent or the beneficiary under the Family Benefits Act. The obligation of the minister is to deal with the lawyer for that beneficiary and to see that the matter is actively pursued or to understand from the lawyer why it can't be pursued.

It appears to me, both from the point of view of the clients of the ministry, and from the point of view of the public treasury, that that would solve a good part of the kind of problem that my constituent happened to

run into.

Hon. Mr. Norton: I would just like to qualify that. Obviously the lawyer is only capable of doing what the instructions from the client indicate, and there are cases—I have experienced this in my own practices—maybe you have in yours—where individuals may well decide not to pursue it for reasons that are beyond—

Mr. Renwick: I am quite aware of that, Mr. Chairman. I think the minister is aware of that. That was not the case in that particular situation, but I am aware of situations where the applicant is very reluctant to pursue matters either because she feels she will be threatened, because she figures her spouse for some reason or other isn't going to have the funds to pay and that it is just a problem, because she doesn't know where the

person is, or because she is frightened about going to a court where she has never been whatever the reasons are.

That leads me to why my colleague has been insisting what we have been trying to get forever, this question of restricting yourselves to the assessment of that person's need. If the need is there, you grant what the law requires to that person and, either by way of assignment or by statutory subrogation, you then pursue the matter in the name of the applicant. You get the authority, as happens every day in motor vehicle accident cases, where the defendant in the case is the insurance company but the case is brought in the name of the person who was covered by the insurance policy. Surely that is a way that would solve the problem for all of us.

Hon. Mr. Norton: In view of the number of such cases, though, it raises some very serious questions in terms of available resources to take that course of action.

Mr. Renwick: Measure it against the \$33 million in arrears. Surely it is a program that would—

Hon. Mr. Norton: That particular course does not necessarily guarantee that it would not continue to be in arrears, even of that magnitude.

Mr. Renwick: A persistent course of collecting those arrears, at least on an experimental basis, would be warranted in attempting to pursue the number of dollars out, because that burden on the public treasury is immense. The trouble it causes is just widespread and, if you ever aggregated all that trouble, it would be seen as amounting to something unconscionable and inequitable.

I am sure the minister has had people in identical situations walk into his constituency

office.

He is strangely silent for somebody who had-

Hon. Mr. Norton: I didn't realize there was a question asked that I was to respond to.

Mr. Renwick: I just want to know what the minister will do now, and what will happen in answering this, so that we will know the result of the discussions.

Hon. Mr. Norton: As I have already indicated, I will discuss the possibility of changes with the Attorney General and the Ontario legal aid plan. Of course, they may have some problems in terms of resources there as well.

Mr. Renwick: They always have problems. If you listened to the problems they have, we'd never get anything.

[4:30]

Mr. McClellan: Let me ask you straightforwardly to make a thorough review of the whole issue. It is not something that is being raised for the first time today. It is something that has occupied a great deal of attention in the last session. I had understood that you had more of a solution to it than you appear to have. I would like you to sit down with your senior officials and with the Attorney General and to report back to us by correspondence, letting us know first exactly what the procedure is so we can advise our own constituents; second, what information materials you have provided to distribute to family benefits applicants so they know what the procedures are; and, third, what improvements you are able to devise to this very aggravating question of support payments and where the proper onus for application and enforcement of support payments ought to be.

We have given you our suggestion again today. I think that makes the most sense both in terms of relieving the misery and stress it causes the family benefits recipients and in terms of relieving your own financial misery of having millions and millions of dollars in uncollected support payments. You may use all the rhetoric you want about responsibility, but the responsibility is on you to make sure these orders are enforced and collected and to see the proper legal action is taken when there is default.

Mr. Renwick: I'd just add one comment to what my colleague has said. You mustn't forget that, with the best will in the world, you can go through that family court procedure; you can get the order; you can actually get the first instalment paid, or you can get the second instalment paid, and then it ceases. Because the beneficiary is not getting that money, she is immediately faced with another problem: "What do I now do?"

You know as well as I do that the collection procedures of the family court are very poor, as my colleague has illustrated. I make the point for the sake of reinforcing the need for a clear-cut policy that will solve the problem completely for the client of the ministry.

Hon. Mr. Norton: I would point out that in almost all cases where there is a family benefits client who is the beneficiary of an order in the court, we do take that on assignment so that the beneficiary does not have fluctuations in income depending upon the regularity of payments of the spouse.

Mr. McClellan: Can you get us precise figures on that; not now but could you obtain them?

Hon. Mr. Norton: Sure.

Mr. Alfieri: We have in excess of 10,000 assignments in a month's case book.

Mr. Renwick: How many dollars would you say you are collecting?

Mr. Alfieri: Off the top of my head I think it's about \$5 million to \$6 million a year, and there is an equivalent amount in respect of recipients who receive their payments regularly where the allowance is reduced by that flat rate, the value of the order. The payments are on a regular basis. I do have my notes, Mr. Chairman. Perhaps we could take it up.

Hon. Mr. Norton: I would also point out that in terms of the total arrears, the figures we have been talking about are cumulative and include the arrears that would be accrued to individuals who are not family benefits recipients as well as those who are. Not all those relate directly to the program of the ministry but they do obviously have an impact upon the income of single-parent families nevertheless.

Mr. Renwick: Would you cover one other point? That question of default in the course of it may not turn out to be a problem. Can you give us an assurance, where persons in that situation have managed to obtain assistance through general welfare at the municipal level and have applied for family benefits, that there is no delay in awarding family benefits on the basis of failure to have pursued this particular remedy. That is also a hazard. In some sense there is a very real sense of insecurity in persons who are on general welfare assistance, which is designed as a temporary program to relieve temporary situations of need, if they are held up in getting on to family benefits assistance.

Hon. Mr. Norton: That should not be the problem it once was. I can recall that a relatively short time ago—not since I have been involved here, I trust—when the route of going to court was used as a method of establishing desertion in some instances where it may have been questionable and, in the absence of finding desertion, the individual was dependent upon general welfare systems. But the changes we have made this year, eliminating that distinction—a person who is separated, whether deserted or not, is eligible—ought to eliminate the kind of delay to which you are referring.

Mr. Acting Chairman: Mr. McClellan, would you like the figures you asked for a minute ago read into the record?

Mr. McClellan: I'd prefer to receive that material in written form; it makes more sense.

I can clarify precisely what it is that I want. I want to know the total number of family benefits cases where there is a maintenance order involved. Second, out of that universe, I want to know the number of cases where the maintenance order has been assigned to the ministry, because I gather from your opening statement there is a substantial difference. Finally, I'd like to know, if this information is available, how frequently family benefits recipients get into a financial jackpot as a result of a default where the maintenance order is not assigned.

I just want to have a clear statistical picture of the extent of the problem within the family benefits caseload, and I simply ask the ministry to provide that as they are able to

make it available.

Mr. Acting Chairman: Mr. Davidson, did you have a question?

Mr. M. Davidson: Mine is under vote 2902, Mr. Chairman.

Mr. Acting Chairman: Is there any further discussion on this vote?

Mr. Renwick: Could we clarify that at some point, either in these estimates or in the House, the minister will make an actual statement on this issue so we know the result of what has taken place?

Hon. Mr. Norton: I will get back to you, ves.

Mr. Renwick: Thank you.

Mr. McClellan: This is a procedural point. I am anxious that we get on to the second vote. The only other item I want to spend a few minutes on in the first vote is the Social Assistance Review Board. I know there are a number of people here who want to speak on the second vote.

Mr. Acting Chairman: Before we go on to that, can we carry vote 2901, items 2 to 10?

Mr. McClellan: Just with respect to item 4, could the minister provide me with numbers of contract staff?

Hon. Mr. Norton: Item 4?

Mr. McClellan: Personnel services. I'd like to know again, you could provide this by correspondence—the number of contract staff employed by the ministry and their location by ministry division or branch.

Hon. Mr. Norton: Yes. That is important. As of what date, because that would vary on a daily basis. As of any date, I presume

you are asking.

Mr. McClellan: As of today.

Hon. Mr. Norton: As of today; right.

Items 2 to 10, inclusive, agreed to.

On item 11, Social Assistance Review Board:

Mr. McClellan: Mr. Chairman, I wonder if the minister has had an opportunity to obtain the information which would normally be provided through the annual report of the Social Assistance Review Board with respect to the numbers of appeals, categories of appeals and the disposition of appeals by category?

Hon. Mr. Norton: As I indicated yesterday, the report is at the printers. Mr. Borczak indicates that it ought to be available by November 13. The next best alternative is Mr. Borczak himself, and perhaps he can respond to some of your questions. He may have the data at his fingertips or in his file.

Mr. McClellan: I really don't like to take up the time of the committee just asking for numbers, but do you have some kind of statistical breakdown that you could give me?

Mr. Borczak: Not one that I can distribute. This is the board's annual report and, since it is not yet printed, I haven't got copies available. I did bring copies of last year's report. I felt that it might be helpful to any member to stimulate the sort of questions you may be seeking. If that is helpful to you, I have some copies of that here. That is for 1977-78. I am able to give you figures for the last fiscal year ended March 31, 1979, in relation to material that is contained in that annual report. The format is the same.

Mr. McClellan: Yes. Could you update the tables on page three?

Mr. Borczak: My page numbers may be different from yours since mine are typed and that is a printed version.

Mr. McClellan: Could you give me an update, first, on disposition of appeals heard by programs?

Mr. Borczak: That is table two. I'll give you both numbers and percentages: family benefits 2,425 cases, or 68.3 per cent of the total; general welfare assistance 1,046 cases, or 29.5 per cent; rehabilitation services 78 cases, or 2.2 per cent; and GAINS program, administered by the Ministry of Revenue, two cases.

Mr. McClellan: Could you give me an update for table three with respect to rehabilitation services refusals?

Mr. Borczak: There were 74 cases refused.

Mr. McClellan: Seventy-four out of 78?

Mr. Borczak: The total heard was 78; 74 were refused, three were cancelled or suspended and one was in connection with an amount of payment, so you had 74 refusals.

Mr. McClellan: Out of the 74 three were cancelled, or out of the 78?

Mr. Borczak: Out of 78.

Mr. McClellan: What happened to the other one?

Mr. Borczak: The other one was a question of the amount of dollars involved in the particular case.

Mr. McClellan: Okay; I've got it. Could we continue along the line there, the number granted?

Mr. Borczak: Of the 74 that were refused, 60 were in the area of learning disability, and 14 were all other reasons for rejection, all other kinds of cases. Dealing with the learning disabled, of those 60, 36 were granted, for a percentage of 58.9, 22 appeals were denied, for a percentage of 37.5, two cases were referred back to the director, for a percentage of 3.6. That accounts for the 60 and 100 per cent. On the other 14 cases, are you interested in the figures for those?

[4:45]

Mr. McClellan: No. Again, we looked at this question last year. I have expressed concern, and I had expressed it in years prior to last year, about the number of learning disability cases coming before the social assistance review board and the relatively high percentage of such cases in which the decision is overturned on appeal. If I am not mistaken, there is a substantial variation when you are looking at appeals against refusal decisions where there is learning disability involved compared with virtually all other categories of appeals. Am I correct in that statement? What is the overall rate, Mr. Borczak, for appeals granted in percentage terms out of the total number of appeals heard? I just can't find it here.

Mr. Borczak: That is in table six. It gives you the global figures.

Mr. McClellan: Out of the total number of appeals heard, the average is 17.5 per cent.

Mr. Borczak: That is for all programs.

Mr. McClellan: Right.

Mr. Borczak: Then across to the right, it is broken down for the specific programs of FBA, GWA and rehab. The figure for this year for all programs is 19.2 per cent granted, an increase over the 17.5. Then for FBA it is 23.1 per cent, for GWA it is eight per cent and for rehab it is 48.7 per cent.

Mr. McClellan: My concern in a nutshell is that almost half of the rehab cases going to the Social Assistance Review Board on appeal are being decided in favour of the applicant. Again, that indicates to me—and I am addressing the minister with respect to vocational rehab now—a problem within the administration of vocational rehab. You

should not have a program where the basic application decisions are being overturned on appeal at that rate. Then when we look again at the statistics for applications for assistance where there is a learning disability involved, we find that nine per cent are being overturned on appeal.

Mr. Borczak: May I interrupt you for a moment?

Mr. McClellan: Yes.

Mr. Borczak: I wonder if I gave you the wrong figures on table three. I've written in last year's figures beside this year's, and I want to make sure that I have not misled you.

On learning disabled, across that lower portion of the table, there were 60 cases; under granted there were 36 cases, or 60 per cent.

Mr. McClellan: I hadn't marked in the percentages.

Mr. Borczak: Then 22 cases were denied, for a total of 36.7 per cent.

Mr. McClellan: Right.

Mr. Borczak: Two cases referred back, for a percentage of 3.3.

Mr. McClellan: Thank you. That strengthens my case, because we now have 60 per cent of the learning disability appeals being reversed by the Social Assistance Review Board. The thing that remains absolutely incomprehensible is that vocational rehabilitation services ended up the fiscal year with an unspent estimates allocation of \$1.4 million. Again, it doesn't make any sense, especially when we are talking about learning disability services for kids. We don't seem to be any farther ahead in terms of government acceptance of a generous responsibility for the learning disabled than we were when I first came into the House in 1975.

We have had innumerable promises made by successive Ministers of Community and Social Services and successive Ministers of Education to somehow sort out the interministerial responsibility. That still has not happened. We still don't have legislation.

Trillium School finally opened this fall with room for 40 kids but with only 25 enrolled and with a screening process in place. The provincial selection committee—I have forgotten what it is called; there is an elaborate rigmarole that an applicant has to go through, starting at the local school on referral to the local school board and then finally to this provincial selection committee. I gather the selection committee has turned down something in the order of 150 applications for Trillium School despite the fact that the place was apparently built to accommodate 40

pupils and has only 25. So we see what is happening there, and it is incomprehensible to me.

We continue to have, thank God, a large number of children being funded through your vocational rehabilitation services program to obtain the essential remedial education service they require. Yet there still seems to be—if I may say—a degree of mean-spiritedness in the administration of vocational rehab services. It shows up in the appeal figures. When somebody takes a second look at it, in 60 per cent of the cases referred the decisions are overturned. I want an explanation. Why does that happen? Why does it continue to happen, to be more precise, since we have raised it, I think, for three successive years?

Hon. Mr. Norton: Mr. Chairman, I think I will respond to that. I'd point out, though, that I think we might get into a fuller discussion of the difficulties in that area under the appropriate vote and item as opposed to under the Social Assistance Review Board. I only point out at this time that it is an exceedingly complex area in terms of assess-

ment and diagnosis.

The staff of our ministry who are engaged in this program do have a very difficult time in terms of conflicting expert evidence and sometimes conflicting information relating to the availability of appropriate services in a given jurisdiction through the regular school board. In fact, there are times it is very frustrating for our staff, because there have been instances when the school board would maintain in submissions to our staff that they had services that would meet the needs of that child but, when the matter gets before the review board, they don't maintain that consistently. As a result, our staff find in some cases that the school boards change their positions by the time they get to the review board.

Clearly in those cases, where a decision has been made by our staff on the basis of evidence before them that there are programs available, if that evidence changes by the time it gets to the review board for whatever reason, it is difficult to fault our staff in those kinds of situations.

Mr. McClellan: Could I just make a suggestion at this point?

Hon. Mr. Norton: Yes.

Mr. McClellan: If I were an administrator, I would want to be very sure that the information being provided by the school board at the time of the application was double-checked. If a school board says, "Yes, we have a program for the child," you don't

simply take it at face value; you follow it up and make sure in terms of finding out what the specifics are. That is not a new dodge, if I can be blunt.

Hon. Mr. Norton: I'm not-

Mr. McClellan: You know the dodge as well as anybody else. Anybody who has done constituency work in this place knows that dodge. I may be wrong—I am trying to understand the situation—but I would think it would be an appropriate staff function to make sure, when a school board says there is a place, that the vocational rehab services understands precisely what the program is before it makes a negative decision.

Hon. Mr. Norton: I think the other aspect is that even though our staff may have explored the evidence as fully as they can, the fact is that there is, I suppose, a growing expertise in this area on the part of legal counsel who are in some instances the same counsel frequently representing appellants before the board; sometimes, under the scrutiny of cross-examination of expert witnesses, the evidence that our staff have been relying upon has broken down. We have no mechanism for cross-examining expert witnesses on the basis of evidence that is submitted to our ministry. Certainly I find the number of cases where the decision is reversed disturbing.

I don't know offhand what we can do to substantially change that, given the kinds of processes that are available to us at the

present time.

Mr. McClellan: I find it simply unacceptable.

Hon. Mr. Norton: If we had the advantage earlier in the process—while I am not an expert, I think one has to understand that part of the problem is that area of learning disability is a relatively new thing in terms of knowledge on the part of experts. It may well be that, partly because of that, some of the expert evidence doesn't stand up under the scrutiny of cross-examination.

One can look at individual cases and find that the experts come down all over the map if they were to be faced with the same kind of information. So it is a very complex area and perhaps, as I say, this would be more

appropriate to be discussed-

Mr. McClellan: Sure. I am quite happy to come back with details, because I really want to know how you can be turning down so many learning disability cases and the vocational rehab still returning \$1.4 million in unspent budget allocations to the provincial pot.

Hon. Mr. Norton: Except the decisions are not necessarily based upon the amount of

money that is in the budget. The objective is to provide the maximum service that we can with the staff available in terms of the processing applications, not only from the learning disabled but also from the persons to whom this program was originally intended to be directed. It is not a question of keeping one eye on the total budget and saying, "Boy, by the end of the year we have to spend it all." It's a question of trying to deal with the numbers of applications one has coming before it and making the most responsible decisions we can.

[5:00]

Mr. McClellan: If there is any area in government where every last nickel ought to be spent and that ought to run deficits it is in vocational rehabilitation services; that is the one area where all the rules of the manual of administration ought to be set aside. I'm speaking facetiously, but I think it is intolerable when we budget a miserable inadequate amount for vocational rehabilitation services—which is probably the best program the minister has to offer to anybody—and end the fiscal year with a substantial portion of the budget—almost a sixth of the budget—unspent. It's absurd, it's ludicrous and it's stupid.

Hon. Mr. Norton: I assure you that's not because of administrative procedures that happens. It is that we don't have enough staff.

Mr. McClellan: There are a variety of reasons we will get into when we get to—

Hon. Mr. Norton: In some instances that could well be. I agree our staff are overworked.

Mr. McClellan: We will get back to that. I have a couple of other points specifically on the Social Assistance Review Board. I should say at the outset that I have handled only one case on appeal to the board since I became critic. I suppose that's one of the advantages of being the critic.

Hon. Mr. Norton: What's the advantage? That they don't pay you very much?

Mr. McClellan: That my cases get resolved. Hon. Mr. Norton: Oh. I see.

Mr. McClellan: Putting it in a more positive light, I experience nothing but cooperation from your senior staff in my own constituency case work.

Hon. Mr. Norton: I might observe that sometimes members of the opposition have more success in getting cases resolved than does the minister—

Mr. McClellan: I should hope so.

However, my colleagues, some of whom have a higher family benefits or welfare case-

load within their constituencies than I do, are beginning to express a number of concerns to me about the Social Assistance Review Board. As the volume of the appeals increases and as more people are coming to appeal as a matter of right, I think there are a number of areas that need to be looked at. I want to put out a number of suggestions.

One of them was illustrated by the discussion we had here a few minutes ago with my colleague from Riverdale (Mr. Renwick). There are all kinds of areas where it is absolutely unclear what the policy of the ministry is with respect to eligibility. I have never seen set down all of the possible ways of going astray involved in somebody who as a condition of eligibility has to file a maintenance order with the court. That's just one illustration of a number of policy criteria with respect to eligibility that people probably don't know about and therefore have difficulty appealing against when they run afoul of the criteria.

If you don't know what the criteria are, it is awfully hard to file an appeal. I think there needs to be much more attention paid by the ministry to all of the minutiae of what you might call welfare law so that people have a clear understanding of what their entitlements are and what the specific policies of the ministry are. Certainly, if they are disentitled and are going to appeal before the board, they should have a clear statement of what the problem is.

We have difficulties with appeal mechanisms at the Workmen's Compensation Board that I don't even want to think about. One of the problems with the board is that you don't get adequate statements of the facts of the case. Unless you go down and look at the file at the board and write it out in longhand, you don't have any understanding of what it is you are appealing against on behalf of your constituent. I am not speaking from experience, but I understand a problem exists with respect to the Social Assistance Review Board, inasmuch as my colleagues have complained they are not being given a complete report as to the reasons for disentitlement before the appeal.

Hon. Mr. Norton: From the ministry?

Mr. McClellan: Yes, from the ministry. Perhaps we could have some discussion, but I would ask you to look at the kinds of factual information that a family benefits client or the client's representative receives before initiating the report. I expect that report would set out in elaborate detail the reasons for disentitlement, the specific policy or regulation that, in the ministry's view, has been

violated or not complied with; and the specifics of the case—not just some general summary statement that is incomprehensible to anybody who isn't a welfare lawyer, but something that really sets out the difficulty in clear language. Otherwise, it is a sham appeal. It is not a genuine appeal system, not something that is accessible to people, if they have to be lawyers to understand the nature of their violation.

Another point I want to make has to do with reporting at the Social Assistance Review Board. I understand transcripts are not kept. Is that correct, that there is no transcript in the sense of a legal transcript?

Mr. Borczak: If I may make a comment on that, it is not the general rule for the board to have an official reporter present during the hearing. This occurs in a relatively small number of cases, and it is only beginning to be felt at the present time. In prior years there was none of this kind of thing done at all.

What is happening is that while we still have a very small percentage of cases in which persons are represented by legal counsel—for the year just ended it was a total of six per cent, up from 5.8 per cent in the previous year—what is actually happening, particularly with the learning disabled, is we are finding that lawyers acting on behalf of clients are introducing a host of expert witnesses. There has then been a move on the part of the ministry to have legal assistance provided to the director so that the evidence of expert witnesses could be cross-examined and so on.

In any case where we have this kind of legal representation on both sides of the issue, we are now routinely arranging for an official reporter to be present, and a transcript is made. In those cases where there is no legal counsel, we don't do that. In those cases where there is only legal counsel on the part of the appellant, with no legal counsel on the part of the official side, we don't have an official reporter.

Mr. McClellan: The problem is very simple. If there is a right of appeal to the courts from a Social Assistance Review Board decision and there is no transcript, in effect there is no right of appeal to the courts. It becomes very difficult to put a case if there is no record of the initial hearing.

Mr. Borczak: If I may put some perspective on that, Mr. Chairman: For the year ended last March, we had 3,551 hearings; during that same 12-month period, appeals were launched in the courts in 12 cases.

Since the inception of the program 10 years ago and to the end of last March, there had been 65 appeals taken to divisional court. Of those 65, 52 had been heard by the courts within that 10-year period. We had 13 cases outstanding at the end of the year.

When we look at 12 new cases introduced last year into the courts as against 3,551 hearings, one could come to the view that the very high cost of having an official reporter taking the evidence down, even if a transcript weren't prepared in every case, perhaps doesn't warrant that kind of an expenditure; 12 in relation to 3,551 cases.

Mr. McClellan: Surely you can tape the proceedings, store the tapes and develop a transcript if a transcript is required?

Mr. Borczak: The cost is about \$100 a day for an official reporter to take the evidence without any transcript; so we're talking of a minimum of that without any transcript.

In the last two or three months, because we have only begun this this year, we have had about 15 cases in which transcripts have been taken. The average cost on the first 10 cases turned out to be \$700. The cost is dropping, and I think it's going to continue to drop to some extent. If we get a transcript with four copies it may settle in at somewhere around \$500 per case.

I think the fact that we're doing it where there is legal representation on both sides of the issue ensures that, if someone decides to appeal, there is a full transcript. As a matter of fact, this is now the case. There is an appeal before the divisional court in a rehabcase where there is a full transcript of some 250 pages; so there is an opportunity there for that person to proceed.

Mr. McClellan: I am not suggesting that you need to have a transcript prepared on every case, but if you have an appeal mechanism that has, if I may say, loose and informal procedures, which is precisely what you have at the Social Assistance Review Board, it denies due process to people in a number of areas. It denies them due process with respect to having, as I have already mentioned, an accurate and adequate statement of the problem. It denies them the opportunity to have a record of the proceedings should they want to appeal to a higher level.

There's an additional problem, I understand, with respect to the kinds of reports that the board itself issues: the reports do not set out in detail the basis for the decision. You cannot call an appeal mechanism a genuine appeal mechanism unless due process is built into it, I am sure that you as a lawyer,

with some concerns around libertarian issues, would have difficulty arguing against that if you weren't sitting in the seat you're sitting in, and I would just ask you to look very carefully to it.

I am trying to make a number of suggestions to you around building in a more adequate set of protections for people who are going through the appeals process. Quite frankly, when you compare the social assistance appeal mechanism with appeal mechanisms, for example, under the Canada Pension Plan or under the unemployment insurance program it doesn't stand up very well on a number of levels.

Hon. Mr. Norton: May I respond briefly to the latter part? I will respond later, when you have finished your remarks, to the num-

ber of points you have raised.

Part of the problem is that the balance one has to try to strike—and that is what gives rise to some of the concerns you have expressed—is the balance between a highly formalized procedure, and perhaps even a centralized procedure, as opposed to, on the other hand, an informal or less formal procedure and mobile appeal mechanism that allows for people to have hearings conducted in their own community or, in some instances, if they are handicapped, in their own homes. The board will, in fact, hold hearings in people's homes.

[5:15]

The problem that arises with respect to transcripts is that for a transcript to be an acceptable document in terms of evidence in court, it does require more than just a tape recorder. It would be necessary to have a transcript, certified by an official recorder. If you have seen, as I am sure you have, transcripts from the courts, the requirements would be precisely the same. The device that is used might in the first instance be a recording, but it would also require the presence of an operator who would be a reporter, who, when that evidence is required to be transcribed, would then certify that it was an accurate accounting of every word that was exchanged in the hearing. The recording device is not out of the realm of possibility, but it does not eliminate the additional or attendant problems.

The other thing is that it would be necessary then, presumably to have not only, as exists in some courtrooms, a built-in sound system that automatically records proceedings in the presence of an official reporter, but it would also mean that we would have to have something which would be sufficiently accu-

rate and mobile to go along with the reporter into every community or every home in the province where a hearing was conducted.

Mr. Cooke: The Workmen's Compensation Board doesn't have all that.

Hon. Mr. Norton: I don't know what the WCB does, and I don't know whether it holds hearings across the province and in people's homes.

Mr. Cooke: But they certainly have them at every appeal.

Mr. McClellan: I shudder to use the WCB as any kind of a model but, relating only to the question of transcripts, why don't you simply have a look at how they handle it? They do more appeals than you do. They don't prepare transcripts on every case, but if I ask for a transcript I can get it. I don't know what kind of an appeal mechanism it is, if it isn't able to produce a transcript to take an appeal to a higher level, except on the subjective decision of the commissioner or the review board panel. Who makes the decision? Who says: "You look like somebody who has the capacity to appeal to a higher level; we'll give you a transcript. But you obviously are a schmuck and you're not going to get a transcript." You can't build those kinds of subjective criteria into an appeal mechanism. That's the only point I'm trying to make. You can't run an appeal mechanism as though it were a cosy little living-room chat between friends, because that's not what it is.

I think the intentions were all right in setting it up on a less than formal and precise basis, but we're past that stage. It's time you took a serious look at the whole appeal mechanism. I don't think it's adequate. That's

the point I'm trying to make.

I have two more quick observations. The question of the impartiality of the members of the board is a recurring concern. I don't think I need to say any more about that. Well, maybe I do. There is a concern that there are too many people appointed to the board either by virtue of their experience within government or because of their political affiliations. That's a concern that is relatively widely held. I believe that the Canadian Council on Social Development at some point has made representation to you about the need to be exquisitely scrupulous in appointments to the social assistance review board.

Perhaps one of the things you ought to look at is the way more adequate appeal mechanisms in the social service sector function. The Canada Pension Plan has a genuinely impartial tribunal system to adjudicate appeals; so does the Unemployment Insurance Commission. Whatever problems people may have with the programs, at least they have the sense that the deck isn't stacked against them and they understand what the composition of the appeal body is.

The last point I want to make is that you can get a quick decision from both the Canada Pension Plan and the Unemployment Insurance Commission. Again, I am told it takes six or seven weeks to get a decision from the Social Assistance Review Board.

Perhaps we can have a more precise set of statistics on the amount of time it takes from the point at which somebody applies for a hearing, to the time he gets a hearing, and then the time it takes from the hearing until he receives a decision. I would be interested to have those statistics.

Other programs, I gather, operate with more of an appearance of impartiality and independence as well as with a great deal more speed.

Hon. Mr. Norton: Mr. Chairman, perhaps I can respond briefly to at least some of the points that Mr. McClellan has raised. One of the first he raised was the lack of clarity, or the lack of simple information about our eligibility criteria.

Mr. McClellan: Precise information.

Hon. Mr. Norton: That is correct, always. In fact, that is something we are addressing. Manuals have been developed for both family benefits and general welfare assistance, which at the moment are in the process of being rewritten with a view to simplifying the language so that they can be easily understood. We hope they will be available for distribution in January.

We will even make them available to members of the opposition and applicants across the province. This is to be, if you wish, the people's manual on these programs.

I tried to address that problem.

Mr. McClellan: I hope it is a detailed manual, because I am told it is thick.

Hon. Mr. Norton: Yes, that's one of the other problems.

Mr. McClellan: It needs to be, because you have to understand all the implications of all the regulations, and you have to have available the policy that interprets the regulations, otherwise it's useless.

Mr. Blundy: And it's got to be easily understood.

Mr. McClellan: Boy, that's an impossible task at which I am sure you will fail. But, seriously, we welcome that and look forward to receiving it.

Hon. Mr. Norton: The other matter was with respect to appeal.

Mr. McClellan: Yes; it didn't even take a task force to do it either. Or did it?

Hon. Mr. Norton: We have had several in preparation. It depends what you call a task force. One of the problems that plagues me is that every time a group of people get together to work on something in the ministry, it is labelled a task force or a working group. The impression then created is that we have all these industrious people working in the ministry. Call them whatever you want; task forces or something else, it's really not as difficult a procedure as it might appear.

Mr. McClellan: I assume the manual will explain the difference between permanently unemployable and—

Mr. Martel: Are you still playing at that? I recall being in here in 1971, 1972 and 1973, and we were arguing about the definitions permanently unemployable and permanently disabled then. You haven't made much headway have you, Keith?

Hon. Mr. Norton: As for the notification of appellants prior to the hearing of the facts on which the director has based his original decision: We have had discussions with the chairman of the board, and Mr. Alfieri and the chairman are trying to work that out so that a more effective, more accurate or perhaps a fuller source of information will be sent to the appellant—not at the time of appeal, but when he receives the decision—so the reasons for the decision, or the facts on which the director has based his decision will be known to the appellant.

Mr. McClellan: This is before the appeal? Hon. Mr. Norton: Yes.

Mr. McClellan: Right.

Hon. Mr. Norton: I think that addresses one of the concerns, or I trust it will.

Mr. McClellan: Yes.

Hon. Mr. Norton: The other matter being addressed is the distribution of information to the appellants informing them fully as to their rights of appeal and their rights during and following the board hearing.

Mr. McClellan: If I might, I would assume there would be some information or material that would accompany a notice of disentitlement, as in the case of most programs. So, if you were turned down on application, you would be advised, "I am so sorry your application has been turned down. Sincerely, Keith." Then attached to it—

Hon. Mr. Norton: I don't do the dirty work.

Mr. McClellan: —attached to it would be a brochure describing the appeal mechanism, and the letter would say, "You have a right of appeal."

Hon. Mr. Norton: I have not been party to those discussions taking place at the moment on the specific form that may take. But the intent would be that that's the relevant timing for people to get that information.

We also hope the information will explain the purpose of the review board, its procedures and the process that will be followed by the board during an appeal. I think when we have completed that, it should address that problem. There is a task force composed of Mr. Alfieri and Mr. Borczak working on that.

When I finish my remarks, perhaps I can ask if Mr. Borczak would address your question relating to the time delays in hearings.

With respect to the impartiality of members of the board, I know that is a concern that has been raised from time to time. Whether you choose to believe me or not, I can say to you that with very few exceptions, I do not reveal the political affiliation of members of the board. I know of one person appointed from the area of the province in which my riding is located, and to the best of my knowledge neither myself nor any other member of my party in the area could state that person's political affiliation.

Mr. McClellan: You asked?

Hon. Mr. Norton: No, I did not ask; nor, to the best of my knowledge, did anyone else involved in the appointment process.

So although it's true that there are probably members of that board who have some prior involvement with the Conservative Party—that. I suggest, is your implication, and I don't deny that—I would suggest that the procedure by which those appointments are made is just as objective, and perhaps even less likely to follow any consideration of party affiliation than the system by which, for example, the judges are appointed.

Mr. Martel: And people from the liquor stores.

Hon. Mr. Norton: I said we do better than that. I don't know what happens to the liquor stores in your riding, but I can tell you that in mine there are a lot of unhappy people, because there are so many of them who aren't Conservatives getting jobs. I think that's quite appropriate.

Mr. Acting Chairman: I gather that Mr. Borczak is going to give—

Hon. Mr. Norton: Perhaps I should recommend to my colleagues that we start importing people to Windsor then.

Mr. McClellan: Forget it.

Mr. Acting Chairman: Mr. Borczak, can you respond to the point raised by the minister?

[5:30]

Mr. Borczak: The turnover time on average is between six and seven weeks, as Mr. McClellan mentioned. At the end of September, we had 600 applications outstanding. We take in almost 400; so you have a turnover time of about a month and a half. That has been the case now for quite some time.

There's quite a range of times involved in individual cases. Some cases go on for many months. There are repeated delays for various reasons, reasons that are not always on the side of the administration. The appellant is often responsible for the delays. There are many cases where the time it takes to clear the case off is quite considerable. Other cases are dealt with in an extremely short period of time. In a test sample we took last January—and I think our situation now would be better than this—we had a low of 21 days to a high of 126 days. That was the range.

Mr. Cooke: Can I just ask a brief question on this particular report?

Mr. Acting Chairman: Excuse me, Mr. Cooke. I have three names on my list, and I am assuming they all want to speak to this item: Mr. Blundy, Mr. Martel and Mr. Cooke. I am afraid you will just have to wait your turn.

Mr. Cooke: That's fine.

Mr. Acting Chairman: Excuse me. The minister is drawing something to my attention. The minister has a point of procedure he wants to be sure gets raised before six o'clock; so I will ask him to do it now and then we will continue with the list.

Hon. Mr. Norton: This is not a technical point of procedure. It relates to our discussion last week, I believe, on the question of the presentation to explain the budget allocations and budgetary decisions of the ministry with respect to children's services in this fiscal year. I had originally suggested that we do it on Wednesday of this week when we were speaking primarily of children's aid societies.

What I would ask the committee is whether, in view of the fact that subsequent discussion suggested that it cover the whole range of children's services, we could delay that to Monday of next week. The staff who are working on the prepartion of that are

trying to prepare, as I understand it, some graphic illustrations or material and are not going to be ready for that presentation tomorrow. It's just a question of getting the material pulled together in a form that would be meaningful in its presentation to the committee. We certainly fully intend to proceed with that. It's just a question of the time required to complete the preparation.

Mr. McClellan: Mr. Minister, it's some inconvenience but, if you are not ready, you are not ready. I would have appreciated a little more notice, because I am prepared to deal with that issue tomorrow. I don't have a large staff to assist me in preparing the work and it would involve some difficulty. Second, there are a number of people in the community who are interested in the discussion who are planning to attend on the assumption that it would be taking place tomorrow.

Hon. Mr. Norton: One of the problems that we have been faced with is that the staff who are engaged in the preparation of this are also staff who are engaged in ongoing discussions with children's aid societies from across the province, and it has really been a problem of time in getting the material prepared.

Mr. McClellan: If they are not ready, they are not ready. I assume that by Monday they will have figured it out sufficiently to explain it to us.

Hon. Mr. Norton: I think I can explain it now. It's a question of getting the material pulled together in a form that will be helpful.

Mr. Acting Chairman: Is that clearly understood, especially by the two critics? Agreed.

Mr. McClellan: Agreeing not to limit it to Monday afternoon. One of the reasons for doing it on Wednesday was that we would have a full four hours, if necessary, to discuss it.

Hon. Mr. Norton: I am not placing any time limitation on it.

Mr. Acting Chairman: Can we move ahead to Mr. Blundy and Mr. Martel in that order? I would just remind you that it's 5:35.

Mr. Blundy: Mr. Chairman, I have just one question and perhaps observation about the Social Assistance Review Board. Mr. Mc-Clellan mentioned briefly this same matter, that the board is made up of a group of people who are not necessarily, in my view, particularly good candidates for membership on the board. The board seems to be made up of people, as was mentioned, of one political affiliation. But I also noticed that at least six or seven members of the board are

either former municipal or provincial candidates, and there are at least three former political office holders and so forth.

In dealing with the people that the board has to deal with, I think there could be a better choice of members on the board. I believe there should be people who would be representative of those who have had some personal involvement with social assistance programs; perhaps a former deliverer of services or a former recipient of services and so forth. There doesn't appear to be people of the same class or the same income level represented on the board as those coming to the board. I have had several people tell me that the board was not of the makeup that was very understanding or receptive of their particular problems, and I would like you to address those matters. That is a complaint I have had several times.

Hon. Mr. Norton: Mr. Chairman, again, all I can say is that I don't know the personal background of every member of that board in terms of their income levels or previous experience with the program or the type of work that they were involved in.

Mr. McClellan: George Nixon? Who is George Nixon?

Hon. Mr. Norton: It's true, as you say, that there are some individuals—a couple, anyway, that I can think of—who were previously members of the Legislature; so presumably they are representing the perspective of members of the Legislature and they have had some experience in working with constituents with those kinds of problems. But I know of at least one person who was formerly on one of the recipient services of our ministry. There was one other, who was a family benefits recipient, but unfortunately that person has passed away.

I think the concern has to be primarily one of the quality and fairness and justness of the decisions that are being made; not one of nitpicking about the specific background of every individual who is a member of the board. If there are decisions which, in the opinion of the individuals who are appealing, or yourselves, are not fair decisions for one reason or another, or are incorrect decisions, then there is a further appeal mechanism.

To my knowledge, there is no requirement, regardless of a person's affiliation, that a person cease to be active politically because he happens to be a member. As far as I am aware they are not civil servants because of an appointment to the board; so, whether or not they are politically active, I

don't know; nor would it be prohibited by the terms of their appointment.

Mr. Acting Chairman: Mr. Blundy?

Mr. Blundy: All of my other concerns have been covered.

Mr. Acting Chairman: Mr. Martel?

Mr. Martel: Mr. Minister, obviously nothing is going to change.

Hon. Mr. Norton: Things are always changing.

Mr. Martel: Nothing changes in this ministry. As I look at the members of the board, how many are from the native community? Is there anybody on the board from the native community?

Hon. Mr. Norton: No.

Mr. Martel: No. We were asking for that six or seven years ago and thought it was a good idea. We are still waiting for the first appointment of somebody who represents the native community. If you want to look at places like your constituency, Algoma-Manitoulin, there are large numbers in the native community and there are serious problems. We were asking for that about six or seven years ago.

Tell me, which one of these might have been a welfare recipient at one time?

Mr. Blundy: She died.

Hon. Mr. Norton: No. I think you should ask members of the board questions like that.

Mr. Martel: You make the appointments.

Hon. Mr. Norton: No, I do not make the appointments.

Mr. Martel: No?

Hon. Mr. Norton: No, I do not.

Mr. Martel: Who does?

Hon. Mr. Norton: They are made by the Lieutenant Governor in Council.

Mr. M. Davidson: Who makes the recommendation?

Hon. Mr. Norton: The recommendations are not made by me.

Mr. Martel: Oh God, heaven forbid. And there is nobody from the client group that appeared—

Hon. Mr. Norton: In the past, as I've said, there have been two that I have been aware of. I am not prepared to discuss their particular past, but they would cease to be members of the client group once they become members of the board because their income level, if they were working on a regular basis, would make them ineligible.

Mr. Martel: That is one of the reasons we were recommending people for that; so they

would understand the situation. At one time some of the people on the board certainly knew what people who were on welfare were going through.

Hon. Mr. Norton: I would venture to say—this is a silly argument—that the proportional representation on the board probably bears a fairly good relationship to the proportional number of recipients versus other members of the public in Ontario.

Mr. Martel: I don't know that. That is to say no recipients.

Hon. Mr. Norton: No, I am not saying that. There are no current recipients but people who were previously. Probably the proportion is almost the same as the number of—

Mr. Martel: Accepting that argument, Keith, tell me when we get native representation on the board.

Hon. Mr. Norton: I can't tell you that, because I don't know. I will certainly make a suggestion to those persons who make the appointments that that be considered. I think it is a very sound suggestion.

Mr. Martel: That was made in 1972, 1973 and 1974. I hope when I come back—

Hon. Mr. Norton: You should have done it in 1977 or 1978; I wasn't around in those earlier years.

Mr. Martel: Every minister blames the last guy.

Hon. Mr. Norton: I don't blame anyone.

Mr. Martel: That's a good idea. But there is no follow-through. That is why I say nothing ever changes, Keith.

Hon. Mr. Norton: Yes, well-

Mr. Martel: You weren't minister then.

Hon. Mr. Norton: Well, I am now, and I have heard your very sound suggestion.

Mr. Martel: I'm glad to hear that.

Hon. Mr. Norton: I'll pass it on.

Mr. Martel: In six more years I will come back and ask the same question, and we will have the same answer.

Hon. Mr. Norton: Do you think we'll all still be here?

Mr. Martel: Some will; some won't.

Let me ask you, Mr. Borczak, where people are represented by lawyers, has their success rate been higher?

Those people who are represented by legal counsel, do they win more frequently, than people who have advocates who are not legally trained?

Mr. Borczak: I have no idea at all. We don't identify these cases with any kind of symbols or marks or anything like that. They

are just filed away along with the others. Even to extract them for statistical purposes, we would have to go through our case load to do so. We haven't made any attempt to do that; so I don't know,

Mr. Martel: My friend, Mr. Cooke, raised that last year, and I think he raised it the year before, to try to find out, if perchance you happen to get a lawyer, whether the odds of winning are better with a lawyer representing you. We should know that, because it would indicate whether it is becoming more legalistic or not. That is what has happened with the Workmen's Compensation Board, and it is downright tough now when you go against Inco, although they have tapered off in the last year. They used to bring their lawyer, doctor, first-aid man, safety superintendent, and—

An hon. member: No wonder they've been closed.

Mr. Martel: They were on strike for the past year. But they brought everyone and I just wonder if this is becoming more legalistic. It is something you should look at because if people find out that if you get a lawyer your chances are better, you are going to find it is becoming more and more legalistic every day. I think we want to guard against that.

[5:45]

Hon. Mr. Norton: Mr. Borczak suggested that between now and next year he will have his staff try to identify that so we can have some information for you on that. It is my understanding—this is just anecdotal; we don't have any confirmed statistics—that there has been a clear trend in that direction in the area of appeals on decisions relating to learning disabilities. But I don't believe there has been such a trend—to the same degree, at any rate—across the whole range of appeals.

Mr. Martel: We now turn to a very serious problem. We represented a young lady this past summer.

Hon. Mr. Norton: Before the board, do you mean?

Mr. Martel: Before the board. We had gone to the local office to try to get a young lady room and board. She had managed to save up enough money to get a hairdressing course, but in Ontario you cannot get a loan, through any government agency or even Canada Manpower, for a hairdressing course. We tried to get room and board for this young lady. It was rejected by the director of welfare in Sudbury. We took her before the Social Assistance Review Board. They

ruled in favour of my constituent. But I have written you because the director of general welfare in Sudbury still refuses the case.

Mr. Borczak: He is under legal obligation

Mr. Martel: Well, I have written the minister—

Hon. Mr. Norton: The ministry is bound by the decisions of the board as well.

Mr. Martel: Well sure, but I wrote you two months ago, and I am still waiting for a reply from you. When I take this matter before the review board and ultimately win, and a director says, "I'm not paying," I want to know what we are going to do. This young lady, of course, has had some problems.

Hon, Mr. Norton: I don't recall seeing your letter; perhaps Mr. Alfieri knows something about it.

Mr. Martel: He might.

Mr. Alfieri: Mr. Chairman, the general welfare system regulations do provide for the ministry to pay in cases that are deemed eligible. When cases like that come to our attention, where the municipality still refuses to pay, once the board has rendered a decision, we can pay directly and take our share of the money from future subsidies to that municipality. I can't recall this specific case in question, but I think that by the time we became involved the lady had finished her course. I am not sure; I can't recall.

Mr. Martel: Sure.

Mr. Alfieri: That provision does exist, and we do use it in several occasions.

Mr. Martel: We went through eight months of struggle for this young lady. We get it rejected. We ask for a hearing. We get a hearing. Our friend Shack in Sudbury, with his usual kindness towards welfare recipients in Sudbury, says, "No." I write you. You get back to me. The time is gone.

Hon. Mr. Norton: She is no longer in need of the assistance, as you say.

Mr. Martel: My understanding is that she has somehow struggled through. What irritates me, though, is that we could take it to the board, the board rules in favour of this young lady, and this guy says, "no." What is the sense of having a board when somebody has that much gall to say, in face of a board decision, "No, we are not paying," and he gets away with it?

Hon. Mr. Norton: I wasn't aware of that particular incident; nor apparently was anyone else.

Mr. Martel: I think Mr. Alfieri was aware of it.

Mr. Alfieri: I just have a very faint recollection of the thing. Whenever the situation arises we do pay direct to the client if the Social Assistance Review Board has issued an order and the municipality refuses to comply with it. If the municipality proceeds to appeal that board's decision—that is to say, the case is still open before the courts—then we are all more guarded. But when the municipality doesn't exercise the right and simply refuses to pay, we have on several occasions provided for direct payments.

Mr. Martel: I realize the time it takes to get through one of these cases but, especially after your statements this fall about how we're going to help people; I said that as early as 1971—but provided we had day care.

Hon. Mr. Norton: Listen, the member for St. George (Mrs. Campbell) should be here, because—

Mr. Martel: She and I were here together. Hon. Mr. Norton: Oh, is that right?

Mr. Martel: You're right.

Hon. Mr. Norton: That was the same time? Mr. Martel: Yes.

Hon. Mr. Norton: It was a question as to which one of you got the word in first, because she was trying to take credit for the program too.

Mr. Martel: Just check the record; that is all I say. John Anderson was here too.

Hon. Mr. Norton: My response to you is the same as my response to her. I really don't care if you call the program the Campbell-Martel memorial program. I don't care who takes credit. The fact is that we have made a step in the right direction.

Mr. Martel: In this case it is obvious that you are going to have to speed up the system, because if we can go through this route and have it rejected, someone—as in the case of this young lady—could be finished. In fact, that sort of procedure prevents someone from helping himself or herself to get out into the field. If it is going to take that long to get the first no and then go the whole route of appeal, a young lady or young man could be out on their own hook provided they were able to put enough notches in their belt to keep their pants on; they couldn't survive.

I resented that case. I resented it very much as I have always resented the actions of Mr. Shack in Sudbury anyway. If there is a guy who should go, it is him. I thought it in 1968-69 when I first recommended his firing and I am still recommending it. I haven't succeeded yet.

Hon. Mr. Norton: He is not an employee of ours.

Mr. Martel: You pay enough money up there that, if you really wanted to get tough with him, you could. His performance, when it comes to special assistance and those things under the act where it talks of discretion, is a disgrace—it has been and continues to be. Your staff knows it. They have had special meetings in Sudbury with him over his performance, and this is just the latest example. I just think it is a disgrace.

As someone says, "Well, she's probably out now." Yes, she is probably out, and we've saved ourselves maybe \$1,200 but at a tremendous hardship for her. The fact that we couldn't resolve it even by going to the Social Assistance Review Board leaves a good

deal to be desired.

Hon. Mr. Norton: You say you wrote to me; I apologize for not being aware of that. I will check and see if we can retrieve that. I'd like to know what happened to that letter that I wasn't aware of it. But certainly if you bring any other such cases to our attention we will respond as quickly as possible. That doesn't necessarily shorten the period of time from the original refusal to the decision by the review board.

Mr. Martel: I want to talk briefly, because my colleague was talking about the rehabilitation service refusal; and I am glad to see Peter Crichton here.

I took a case before the Social Assistance Review Board. I appeared as a witness, I only want to make one comment. It involved a young man who ended up in Gow in the United States. We presented evidence to the effect that this boy could not get the type of education he needed in the Sudbury district. By merely a say-so in a letter or a document from the board of education in Sudbury it was turned down. They said, "Yes, you can get it."

I have taken the trouble to go to the community college, to go to the high school, to find out where this bloody course is that this kid could take. Do you know what? It

is non-existent.

Mr. McClellan: That is precisely the point I was trying to make. The staff should have checked that out. This should be a matter of routine.

Mr. Martel: This boy never passed beyond the grade two level in math. He had gone all the way through elementary school, he got through grade 12 and then he went off to Gow. Since he never got a pass mark beyond grade two, how could the board honestly say they had a course for him when they were

not able to assist him one jot beyond the grade two level? That was the decision by the board based on the fact that the board of education had said, "Yes, we can look after him; it is available in the community colleges." I went to the community college and to the director, and I asked, "Have you got something for this young man?" They said, "No, we don't have anything for him." I have it in writing that they said, "We can't offer it to him." The Social Assistance Review Board accepted it without verifying it. That burns me up no end.

Mr. Borczak: Mr. Chairman, I'd like to make a comment with respect to that last statement.

The board, under the legislation, does not have any investigative powers at all. It can only deal with the evidence put before it during the course of the hearing. So if the director puts certain evidence before the board based upon statements made by the people in the educational system, and that evidence is not picked apart before the board, the board can't do much about that.

I did comment earlier on the fact that we are getting more and more legal representation on both sides in these cases of the trouble with learning disabilities where there is a challenge to the evidence that's put forward-and there has been a challenge in recent cases of the evidence put forward by the educational authorities. When the Social Assistance Review Board has that kind of exchange before it, then it can make a decision based on all of the facts that have emerged. But if it doesn't have a challenge to the evidence, and if the director of rehabilitation services puts forward that evidence based on what he gets from the educational authorities, then the board has no choice but to accept that. It can't go beyond that. It can't reach out and create any investigative-

Mr. Martel: But you're shackled in the decisions you make. Your hands are tied to some degree.

Mr. Borczak: To that extent I would say yes; because the board can only act on the evidence put before it. The board would have to have broader powers than it has now. It would have to have an investigative power somewhat like the Ombudsman has, say. But the board doesn't have that kind of power at all. It can only accept what goes before the board.

The legislation makes it very clear that the director, or municipal administrator, has choices. He may put a written report before the board, he may present oral evidence to the board, or he may do both if he wishes.

But, again, the onus is on the parties to put the evidence before the board and to challenge the evidence of each other. So the Social Assistance Review Board has no ability to challenge that evidence.

Mr. Martel: I hope, as the minister sits there and has been so gracious as to accept the suggestion of a native person on the board, that he might consider offering to amend the legislation which gives the board the right to look into some of these things. I think it's atrocious that we could have a decision and the board didn't have the power to check out the statements made. It does a disservice.

The other thing it's going to do is make your hearings more legalistic. People are going to have to hire lawyers to ensure that all the bases are covered. Without a skilled legal person, the chances of getting a reversal of a negative decision become almost impossible, because the board can't go out and check the facts.

Hon. Mr. Norton: That might not be the only approach that could be taken. When we get into the appropriate vote and item, and we have the staff available for some vocational rehabilitation, it may be worth our discussing that again then. For example, it may be the kind of information that is being received. If there were just a letter with a bald statement saying, "Yes, we have a program," it might be desirable to say, "Would you lay out what that program would be?" or something more than just a bald statement.

Frankly, I find it surprising that simply a bald statement on school board letterhead would be accepted as appropriate evidence. I'm not necessarily blaming the board, because they have to deal with what's before them.

Mr. McClellan: That should be done within the staff level.

Hon. Mr. Norton: Yes. We obviously haven't the capacity to go out and investigate on site but, presumably, we could—

Mr. McClellan: Are you talking about the board or the staff?

Hon. Mr. Norton: I'm speaking of the board and our staff. We in the ministry don't have the appropriate staff to go around and investigate every single program that is suggested. But we could at least ask for more information, presumably, from the school boards sending it in.

Mr. McClellan: You have counselling staff on each of the district regional offices. If there is an application and somebody receives a report from the director of education, all you have to do is pick up the telephone and ask for specifics.

Hon. Mr. Norton: I'm saying we can ask for specifics, but I don't believe we have the staff capacity at the moment, given the workload that our staff have, to expect them to go out and spend an inordinate period of time on site with the school board, examining the specifics of a program that may be available. I wouldn't be prepared to go so far as to say we could have people in all those locations.

I see Mr. Crichton is active again.

Mr. Martel: We've routed him.

Mr. Acting Chairman: I would draw to the attention of the members of the committee that it's after six o'clock. Can we conclude this particular question? Excuse me. Are there any more comments from the minister or staff?

Hon. Mr. Norton: I think we can deal with it under the next item, Mr. Chairman.

Mr. Acting Chairman: Very good.

Item 11 agreed to.

Mr. Acting Chairman: We will resume tomorrow on item 12.

The committee adjourned at 6:02 p.m.

### **CONTENTS**

	Tuesday, October 30, 1979
Ministry administration program	S-1055
Social assistance review board	S-1061
Adjournment	S-1074

## SPEAKERS IN THIS ISSUE

Blundy, P. (Sarnia L)

Cooke, D. (Windsor-Riverside NDP)

Davidson, M. (Cambridge NDP)

Martel, E. W. (Sudbury East NDP)

McClellan, R. (Bellwoods NDP)

Norton, Hon. K.; Minister of Community and Social Services (Kingston and the Islands PC)

O'Neil, H.; Acting Chairman (Quinte L)

Renwick, J. A. (Riverdale NDP)

Sweeney, J.; Acting Chairman (Kitchener-Wilmot L)

From the Ministry of Community and Social Services:

Alfieri, D. A., Director, Income Maintenance Services

Borczak, M., Chairman, Social Assistance Review Board

.....

ego, established

Commence of the second

Ar Galdada, este la ella della cedia, fillela della della consistenza della cedia.



No. S-38

# Legislature of Ontario Debates

Official Report (Hansard)

**Social Development Committee** 

Estimates, Ministry of Community and Social Services



Third Session, 31st Parliament Wednesday, October 31, 1979

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

### CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario. Editor of Debates: Peter Brannan.



# LEGISLATURE OF ONTARIO

Wednesday, October 31, 1979

The committee met at 2:08 p.m. in committee room No. 1.

### ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES (continued)

Mr. Chairman: I call the committee to order, Mr. McClellan?

Mr. McClellan: Yes; I wanted to ask, almost plead, the committee's indulgence. I have an engagement in the late afternoon and I wondered if it would be agreeable to sit till five rather than till six. That gives us three hours, and my calculations at any rate indicate that it still keeps us on target for finishing November 7, Wednesday of next week.

Mr. Chairman: Just on that point, we were doing some mental calculations and we have 11 hours and 50 minutes left, Mr. McClellan. I was hoping that we could go to six o'clock today and that would mean we could complete comfortably next Wednesday. If we don't do that, I suspect in order to complete -and I would like to complete next Wednesday-at the very most we would only have an hour or something less than an hour to go on a following day beyond Wednesday, and that cuts up the scheduling rather badly. So I would hope we could finish next Wednesday, and if we just sit till five o'clock today that is going to mean that we are going to have to put in a fairly long day next Wednesday.

Now I try to be as accommodating as possible to everyone's schedule, but I am just wondering if perhaps we couldn't carry on, because there will undoubtedly be other members of the committee who will want to raise matters of interest and concern and so forth with the ministry, and perhaps we could do that even in your absence. I know that you want to be here as much as you possibly can but I am wondering if we couldn't do that.

Mr. Blundy: I have a delegation coming from Sarnia this afternoon to meet with Honourable Mr. Auld and I want to leave at 3:15, but as soon as I have finished with that I will come back.

Mr. Chairman: But you will be back in?

Mr. Blundy: I will come back to the committee as soon as I am free from the minster's office.

Mr. Chairman: The next vote, 2902, is a big vote. It includes the income maintenance program and the social services program. I think that there will be other members besides the two critics who will want to participate and perhaps we can handle it in that way, Mr. McClellan.

On vote 2901, ministry administration program; item 12, Experience '79:

Item 12 agreed to.

Vote 2901 agreed to.

Mr. Chairman: The minister has some material which he would like to table.

Hon. Mr. Norton: Mr. Chairman, this doesn't specifically relate to this vote. At the request of the committee we now have sufficient copies to approximately table the report on the evaluation of the four-phase system known as the YOUETC report, described by some as a placid report. Here it is, and we have enough copies. I think we required one for tabling with the clerk, one for the library and one for each of the caucuses; I trust that is sufficient. I don't suppose more than one person in any one caucus is going to pore through this anyway.

Mr. McClellan: I had asked for two documents, the other one being an interministry committee on, I believe, residential and support services.

If I may, there is a reference to what I believe is the same interministry committee report in the report of the Ontario Advisory Council on the Physically Handicapped, and I wanted to put their concern on the record as well. Whereas many reports have been presented to the provincial secretary over the period of at least three years, most recently there was a detailed report from the interministerial committee on accommodation and support services chaired by David Pitt, Ministry of Community and Social Services, the contents of which are not formally known to the Ontario advisory council.

"Now therefore be it resolved that the chairman of the Ontario Advisory Council on the Physically Handicapped do forthwith urgently request the secretary to release the Pitt report and state his position as to the recommendations contained therein, and particularly as to possible programs and legislation for the implementation thereof."

They conveyed that resolution to the Provincial Secretary for Social Development (Mrs. Birch), but she refused to release the report. I assume I am talking about the same report that was referenced in the Metropolitan Toronto social services and housing subcommittee on boarding homes and lodging houses.

Hon. Mr. Norton: No, I think you are speaking about two different reports.

Mr. McClellan: Well then I will ask for the third report as well, and ask the minister whether he will reconsider providing the committee with both of those documents.

Hon. Mr. Norton: I can respond to this point on the first report you have requested. The document to which you refer is an internal report in a draft form for purposes of the consideration of the policy field and the development of policy submissions to cabinet. That process is still ongoing and I would have to ask the committee at this time to respect the fact that is a part of a policy preparation exercise for a cabinet committee and that I would not be prepared to release that document at this time. I would emphasize again that to the best of my knowledge the document is in a draft form and it is part of the policy considerations that are currently under way.

The other document is in the same situation, apparently. I will check to make sure of that, but I think I can rely upon my deputy's knowledge of where that is at this point.

[2:15]

Mr. McClellan: So you're refusing to provide both the drafts.

Hon. Mr. Norton: I think, Mr. McClellan, if I might elaborate briefly upon that, it's not any desire on my part to be obstructive in terms of your request, but I think it is critical to us that we maintain with our staff in government, especially those who are involved in participating in assisting us in development of policy, a relationship under which they feel free, and under which we know we can rely upon them, to be unreserved in what they bring to our consideration in that process.

Mr. McClellan: This is classic anti freedom of information rhetoric. I don't think we need to go into that.

Hon. Mr. Norton: I think that in spite of what you say most of us who are concerned about freedom of information in a very positive way recognize that in fact there are areas in which that would be both damaging and disruptive of a sound policy development proposal. When we are at the appropriate point in that development what we have put forward for broader discussion will be made available.

Mr. Martel: That minister has been hiding documents for as many years as I've been here.

Hon. Mr. Norton: I have never hidden a document in my life.

Mr. Martel: Sitting on it. Don't come around here with your nonsense, we've heard this too many times before, Mr. Minister.

We got the same nonsense when we asked for documents out of your research branch, none of those are ever available. When we were trying to get income maintenance for women, we tried for I don't know how long to get the major documents that surrounded that. The same platitudes were handed on to us by Brunelle, the same crap that you've just given us. The public pays for it and you people sit on it. You don't want people to know what's said about you.

Mr. Chairman: May I, in determining a method of procedure, recall that last year on vote 2902 we agreed to take the entire vote because it deals with adult services, and the same with the third vote. I think that was proper judgement at that time and I think we can do the same this time.

Mr. Martel: This ministry doesn't even need a minister.

On vote 2902, adult services:

Mr. Chairman: Mr. Davidson previously raised a matter that fell under this particular vote. Mr. McClellan has indicated that he will have to leave, Mr. Davidson, about five o'clock.

Mr. McClellan: I would prefer if Mr. Davidson could go on at this point in my place.

Mr. M. Davidson: I will be very brief, Mr. Chairman, because I think I basically outlined the other day what the difficulty was in a situation that is being faced by Mrs. Seiersen with regard to the problem she is having.

I think, as the minister will recall, I was outlining a situation whereby a young mother with two children, who was on family benefits and had worked part time for a period of four years with the Big Brothers Association, was involved in an automobile accident which was no fault of her own, her car being struck by someone else. As a result of that accident she was not able to continue on in her work, and for

that matter is still not able to work. Because the Big Brothers Association carried a sick benefits program for their employees, she was put on this sick benefits program, which I believe paid her somewhere in the neighbourhood of \$39 a week.

Prior to that time Mrs. Seiersen had been earning approximately \$200 a month and she was receiving from the family benefits, I believe \$321 a month, for a total of somewhere in the neighbourhood of about \$521 a month.

As I said, she is unable to work and is on a sick benefit program which produces \$39 a week. Because of that her benefits from family benefits were reduced to what she is getting at the present time, \$220.17 a month from family benefits. This total with her \$39 a week, now gives her an income of about \$376 a month, quite a shortfall from the \$521 she had had previous to the accident.

I am not here putting out a plea on behalf of Mrs. Seiersen. Well I guess I am, really, but I am also putting out a plea for any other person who may find herself in a situa-

tion such as that.

We took this matter to the Social Assistance Review Board, and I have a copy of their report here. They quote: "For the clarification of Mrs. Seiersen and Mr. Davidson, I cite section 12, subsection (12) and subsection (2), of the regulation made pursuant to the Family Benefits Act as follows," and then it goes on to quote this as a reason Mrs. Seiersen now finds herself in the situation which she does.

I think my reason for bringing this matter to your attention is that even one of your own staff, I believe a Mr. Mulliette if that is how his name is pronounced, said when my assistant called him regarding this that he was very sympathetic. I don't know how long Mr. Mulliette has been employed in his position, but he indicated that in all the years he had been with family benefits he doubted if he had ever run across a case similar to this one.

I can understand that if someone is receiving insurance benefits or is receiving money through a superannuation fund, and that is in addition to what they have taken it upon themselves to go out and earn, plus what family benefits is paying, then that extra money, as it might be called, would in fact be deducted from the family benefits. In this case that wasn't the case.

What we have here, I suspect, and I would look upon it in that way, is remuneration for lost earnings, that's basically what she was receiving; but simply because the act reads the way it does, pointing out I believe that the exemption only applies to

earned income, and then going on into the fact that any moneys received either through an insurance program or various other means is in fact deducted, I think that's a fault in the act, Mr. Minister.

I think that probably there may be other people who find themselves in a situation similar to that of Mrs. Seiersen, and our reason for bringing this whole matter to your attention is to perhaps suggest to you that that section of the act should be looked at very closely, with perhaps the possibility of moving an amendment or something which provide for people such as Mrs. Seiersen in situations such as that.

I would like to have your comments on that if I could.

Hon. Mr. Norton: I can assure the honourable member that I, too, am sympathetic. I recognize the obvious difficulty that provision causes that particular individual and would cause other individuals in similar circumstances.

My initial reaction was that it might be distinguishable by virtue of the fact of its being an insurance benefit, a sick benefit if you wish, and that it might be possible to treat it differently from other sources of income that we are required to take into consideration under the agreement with the federal government, the cost-sharing, under the Canada Assistance Plan. I have been advised, though that it is caught, unfortunately, within the terms of that agreement: that the sick benefit has to be treated in the same way as benefits from workmen's compensation or unemployment insurance benefits, Canada Pension Plan, veterans' pensions and so on. So in the absence of any changes in the federal-provincial agreements, we at this point would not be able to make an exception in that case.

I can assure you that if it were possible I would like to, because I am assuming that it is a relatively temporary and not a lifelong illness, I presume, from which she is suffering, but that it means she is going through a very difficult period of time receiving a lower income as a result of the sick benefit.

Mr. M. Davidson: She is still not able to work. I have a letter here dated the 11th day of this month which comes from her doctor saying she is still not capable of working at the present time. The unfortunate situation in this case is that the accident also triggered an epileptic situation and the young woman now suffers epileptic seizures which they are trying to get under some form of control.

As I said earlier, I realize there is probably not much that can be done in this situ-

ation, but I would like an assurance from you that you are prepared to go to your federal counterpart and argue this position, that people in this type of a situation should not in fact be penalized. They have gone out on their own, they have sought employment to try to help the situation in which they find themselves, they have in fact been making an effort to provide for themselves as best they possibly can; yet when something like this happens to them they find themselves in a very desperate situation. When you have two young growing children it's pretty darn tough to live on \$220 a month, which in this case she had to do because there were periods of time she had to wait for that insurance money to come through to her; in fact I think the first payment was some 10 weeks in being paid out to her.

I would like you to take that into consideration, and perhaps point that out to your federal counterpart, that these kinds of difficulties do exist for people, not only in the province of Ontario but throughout the whole of Canada I would assume, if that technicality in that agreement exists for the rest of the provinces.

Hon. Mr. Norton: I can assure you that we will certainly give consideration to that in the broader context of seeking some greater flexibility under the Canada Assistance Plan.

I would point out, though, if I could just speak of a slightly different situation in terms of persons who do have an income from other sources, whether it be Canada pension or a private annuity or whatever, one of the problems it does create in terms of trying to be fair in the operation of the program is that if there were no requirements to take into consideration other sources of income, then in fact we might also be accused, whatever the level of support the person was eligible for, of being unfair in the sense that we would be paying the same amount to a person who had other sources of income as we would be paying to someone who had no other source of income. It might well be argued that that would create other kinds of inequities in the system as well.

Mr. McClellan: It's hard to keep track of all the inequities in the system, one must have to have a tracking system to keep track of them all.

Hon. Mr. Norton: No: I do think though. that it's an unfortunate part of the reality in which we live that there is no perfect system. I don't know of anyone who has devised a perfect system yet.

Mr. McClellan: We have devised a most imperfect system.

Hon, Mr. Norton: I don't think that's right, but if you happen to have a perfect one up your sleeve I would be glad to talk to you about it.

Mr. M. Davidson: I do realize you have difficulties, although some of them are selfimposed; but beyond that I think, really, I look at this sick benefit, or whatever you care to call it, as being a replacement for lost income during a period of time. Had this accident not occurred, had Mrs. Seiersen not been put in that position through no fault of her own, she would have continued on doing her part time job and earning approximately \$200 a month and getting the \$321, or whatever it was, through family benefits. She would have had an income still in excess of \$500 with which she could, not properly but at least better, look after her children; but now she finds herself sitting there, even when she is getting the maximum from the insurance company, with a monthly income of \$376. I just don't think that's right and I think through your ministry and yourself you should at least make an effort to see that some of these changes are brought about. [2:30]

Hon. Mr. Norton: I might just add, Mr. Chairman, that I think your argument is very compelling. It is also one that could be applied, though, to someone who is in receipt of workmen's compensation benefits for a period of time; or perhaps Canada Pension Plan benefits as a result of a disability before the age of 65, and I suppose to a veteran who is eligible for a veteran's pension. Your argument could well be broadened to cover all of those cases. All I am saying is that we are caught at the present time by-

Mr. McClellan: I don't like to come back to this, but we have had this discussion every year since I've been critic, every year that Elie was critic, every year that Margaret Renwick was critic, every year that Stephen Lewis was critic, this discussion around a complete hodge-podge of inequity between all of the different income maintenance programs in this province and in this country. I have had a chance to look at a document prepared for a provincial-federal task force on social security programs, it's a three-volume document that talks about the range of stupidity in our social assistance programs. I think the total count is something in the order of 80 separate and separately administered programs to provide income to people in need. You're intrigued as to how I got it; I'm not going to tell you.

Hon. Mr. Norton: I could guess, because I know which government co-ordinated it.

Mr. McClellan: That's not where I got it, I got it here in Ontario.

Mr. Martel: There will be a purge now.

Hon. Mr. Norton: I was quite prepared to have it released.

Mr. McClellan: I think you should because it is based on-

Hon. Mr. Norton: It's just a matter of some polishing, as I understood it, it's just a matter of time.

Mr. McClellan: Yes, just a matter of time; everything will be released when it's obsolete.

Hon. Mr. Norton: It's horrible to think that other governments in this country, other provinces, might—

Mr. McClellan: If you had been a little more co-operative, as a government, on the federal-provincial income security review instead of sending a series of commissars up to Ottawa to veto the process at every step of the way until it finally was torpedoed, perhaps we wouldn't still be in the unutterably stupid position of having to detail such obvious petty inequities as the case that Monty Davidson just brought before you.

I've got a bunch of cases; however, I don't want to speak out of turn in the rotation, Paul probably wants to go on and we'll come back to that; but you do nothing in terms of rationalizing even the programs for which you have responsibility, you have been minister since 1976 and you have done absolutely nothing at all to rationalize.

Hon. Mr. Norton: This is an occasion, though, when I can honestly say to you I wish there were an opportunity for you to be a fly on the wall in some of the federal-provincial meetings.

Mr. McClellan: Never mind federalprovincial, you can deal with idiocies like this yourself.

Hon. Mr. Norton: I have just explained to you what the basic problem is; either you didn't understand it or you just choose to ignore it, I don't know which.

Mr. McClellan: I choose to regard it as an unacceptable excuse for inaction.

Hon. Mr. Norton: I think the problem is that the whole area of income support is much broader than perhaps you have even touched upon. It's a matter of great concern to me when we consider that in this country the income transfer programs—federal, provincial, all levels of government—total about \$17\$ billion a year. One of my prime concerns, that's my perception at least, is that a lot of those income transfer payments are going to relatively high-income families and

not enough of that income transfer is going to lower-income families because of the fact that the bulk of those transfers in fact take place at the federal level.

It's a matter that really has to be addressed seriously by all levels of government in cooperation. There is no one government can sort that out alone. The federal government is aware of my opinion on this and my anxiety to seek their co-operation, along with the other provincial governments, to get on with the task. I am hopeful that will be possible. It's a massive undertaking, I can assure you.

Mr. Blundy: I want to make some general remarks about income maintenance and income maintenance levels and so forth. You know, with the amount of money that is now being paid to people on family benefits or on general welfare assistance, in a time such as we are in with high inflation and so forth, these people never had it good but they must be having a terrible time now to manage. Every one of us knows that on the incomes that we have, and there is no comparison, we can see the effects of all the various increases.

I often wonder, Mr. Minister, if you realize how these people on general welfare assistance or on family benefits are managing to survive today. There is no question that the benefits are inadequate, and unless the person is living in subsidized housing then it is an absolute tragic situation trying to survive on the level of benefits that are paid now. I believe there should be an analysis of those benefits right now in relation to the cost of living and so forth.

In addition to that I think there should be a yearly review of benefits being paid, as long as circumstances continue as they are, and perhaps even after that has been done there should be an effort to arrive at such a thing as a cost-of-living index attached to family benefits. Take, let us say, a mother-led family with two or three children, on the income she has now I don't know how she can afford to buy groceries; and if she has to pay rent and pay for heat and light then they are living well below the poverty line. I believe that is the first thing we have to think about and address when we are talking about these estimates.

There are more specific questions I would like to get at later, but I notice on page 44, under income maintenance, provincial allowance and benefits, there is a sentence I would like you to explain. It is down towards the middle of the page. "In recent years the growth rate in caseload has been slowing, probably as a result of the program matur-

ing." I am not sure I know what you mean by that, because I am sure there must be many new cases coming in, with increased unemployment, inflation and the cutoffs from unemployment insurance and so forth. I would like the minister to explain what he

means by that particular item.

The other matter I think we should speak about while we are going over this section is the trend I see in municipal welfare departments, where in order to cut or to contain their budget expenditures I don't believe they are looking at the benefits to welfare recipients in as generous a way as we would expect them, and I think as you would expect them to do. I wonder, do you have some kind of a process whereby local welfare administrators and their departments are monitored, over and above the appeals to the Social Assistance Review Board? I have had several complaints of that particular problem.

Those are all the matters I would like to bring up at this time, Mr. Chairman. I would like to have the minister's comments

on those few things.

Hon. Mr. Norton: Mr. Chairman, I am not sure I got all the points down, but if I miss any don't hesitate to jog my memory.

Starting with the question of the level of benefits, I recognize, and I think we all do, that the level of benefits is such that the persons in receipt of the benefits do not have an easy time, and it is especially difficult at a time like this with inflation having the impact upon the costs of families that it has.

Mr. Martel: Then raise them.

Mr. Blundy: When are you going to do that?

Hon. Mr. Norton: I hope that in a relatively short period of time I will be in a position to announce the next rate increase. I am optimistic we will be in a position to make what I would describe as a more generous increase than has been possible in the recent past.

In reply to your question about page 44, I didn't write that sentence. What I believe it is in reference to is the fact, for reasons of which we aren't certain, that there has been a slowing down in the rate of growth of the case load. There is a pattern of growth of approximately two per cent per year over several years, while in the past year that rate of growth has declined to something below one per cent.

It might be in part, although we don't know, due to the fact that we do have a better administrative review of eligibility than was the case in the past. I don't know that that can be attributed with effect. It may also be that we have reached a point where there is not as rapid an increase in the number of people who are in need of this type of benefit.

I am just speculating now as I can't say for certain, but it may be that there are more cases in marriage breakdown, for example, where persons in the past required family benefits in perhaps slightly greater numbers, whereas by virtue of the sources of family income it is not as frequently necessary now. Maybe if it is a one-income family the income level is high enough that the support can maintain both spouses and the children; or it may be that in more cases where there was a family breakdown both spouses were actively engaged in the work force at the time and simply continued on that basis.

I don't know exactly, but that is a phenomenon that has occurred. It may not be a long-term trend; I am not suggesting that. It may be a bit of a hiatus in the traditional growth rate.

Mr. Blundy: That puzzles me. I thought that this sort of benefit would be increasing, just like all the other assistance programs.

Hon. Mr. Norton: That is in reference to family benefits. If one were to look at general welfare assistance, one would see there an increase on the whole, although there are some interesting and inexplicable phenomena there in that in some communities there is a decline in the case load in general welfare assistance. I believe that Metropolitan Toronto is one of those that is beyond my explanation at this point.

Mr. Blundy: That is really remarkable. When did it happen?

Hon. Mr. Norton: One would have thought in a large urban centre such as Metro, at a time when the economy is performing as it is now, the demands would be increasing; that appears not to be the case; in fact it appears there is a decline.

Some other communities are experiencing fairly substantial growth. Some people in outlying areas claim it is because people in pursuit of work may be looking outside Metro and moving to other communities. I don't think this is likely the case, but I believe it is fair to say there is an overall growth. The general welfare assistance case load across the whole province as a whole is growing and there is a significant increase in that part of that could be, and again we don't yet know this for sure, the delayed impact of the changes in unemployment insurance benefits in terms of the eligibility period and so on. [2:45]

Mr. McClellan: Have you estimated the financial impact of the tightening up of the unemployment insurance program? Have you got some projections around caseload displacement other than municipal welfare, and what the cost implications are likely to be?

Hon. Mr. Norton: We certainly had, but they don't seem to be being borne out, I think that's fair to say, at this point of the projected impact of unemployment insurance changes.

Mr. McClellan: When did they come into effect?

Hon. Mr. Norton: September.

Mr. Anderson: Mr. Chairman, we have not realized any impact at this time, any significant impact from changes in UIC.

Mr. McClellan: Bearing on what months, September statistics or October statistics?

Mr. Anderson: I think we've been dealing now on August statistics. The changes have not had an impact on the caseload, to the best of our knowledge; that's on our total.

Mr. Martel: They have all moved to Alberta.

Mr. Anderson: With regard to Toronto, as an example, where we're most current, even there the caseload growth is relatively minor over the whole of the past year, and not at all the numbers we had projected or considered likely in view of the economic situation.

Hon. Mr. Norton: Sorry, there was one further question of which I'm not sure. Were you asking if we monitor those acting at the municipal level?

Mr. Blundy: I was saying the municipal administrators, I have been told, are saying "no" more frequently and are not being as generous as people think they ought to be with their general welfare assistance. I base it on the fact that probably the mayor and members of the council are asking them to keep their budget down. That's a commendable thing, but we also have to look after those who are in need.

Do you have any monitoring process? Are you able to make any comments on whether that is a fact; and if it is a fact what is being done about it?

Hon. Mr. Norton: Perhaps I could ask Mr. Alfieri to comment. He is the person in the ministry who has the administrative responsibility for that program and that supervision; perhaps he could comment.

Mr. Alfieri: Thank you, Mr. Chairman. With respect to monitoring, we approach it from three perspectives. One is the efficiency of the administration, The second is the stan-

dardization of the policies and procedures, the equitable application of the law; and for this we have issued a set of guidelines to municipal administrators which go on to expand upon the interpretations in the legislation. In addition to that we have staff located in each of our area offices and in some local offices who routinely review the municipal program in regard to the subsidy approval. As part of that they undertake a number of file reviews and eligibility reviews on a central basis to ensure eligible clients receive the exact entitlement to which they are entitled under the law.

One thing we do not monitor at this stage, other than through requests for intervention on our part, is in respect of people who are turned down. The recourse there, of course, is the Social Assistance Review Board through its appeal process.

We have gone a long way, I think, in the past couple of years, to issue policy guidelines to ensure there is an equitable interpretation of the law and the eligibility determination process.

Mr. Martel: You indicate there is going to be a raise forthcoming, and that's absolutely delightful. The important question is, though, will the raise on that inadequate income be a percentage on what is now an inadequate income, the figure you plucked out of the air many years ago and which never really related to actual costs to families out in the real world? In other words, when we derived family benefits assistance and general welfare assistance it was never based on need, it was some crazy figure. Don't deny it because we have gone through it too many times in the past. It was some crazy figure plucked out of the air. Do you intend, before you bring in the new raise, to base it on costs and needs, in other words the actual rentals? Are you going to continue to ask people to take \$40 out of the food portion to pay for the rent because you don't give adequate amounts to cover the rent? Do you in fact intend to adopt some guidelines which indicate what the real costs of living are, and throw out that crazy bag you've been dealing with for the last 10 years, which was never based on need?

I understand that your problem, Mr. Minister, is of course your minimum wage law. Your minimum wage is so low in Ontario that to increase people to a point where they could live with some degree of decency you would in fact be paying them more than they get on the minimum wage and therefore you could never escalate it above that; and you can't increase the minimum wage, your government won't allow it.

So how are you going to take those two different problems and bring them together, based on the chintzy amount of minimum wage you pay in Ontario and the needs that people have in the real world today and not the imaginary world that you operate in, with those drawing boards that you use to calculate how much somebody can survive on without dying?

Hon. Mr. Norton: Without endorsing all of the comments that Mr. Martel just made, I would simply say this, that there will be no overall change in terms of the program such as he suggests. It is my hope, though, that the increase at this point, the next increase, will be more closely related to or perhaps in excess of the rate of inflation.

Mr. Martel: Might I ask the minister, then, and I think my friends have asked it in another form, how do you sleep at night when you know that a family has got to take from its pre-added budget, let's say \$40 or \$50 more, to pay the rent they are in fact given? Why do you do the same thing with fuel? The fuel bill is so much higher and they don't have adequate income to cover the cost. How do you sleep at night when you know they have to take from the food allowance to cover the rent?

Mr. Chairman: Mr. Martel, I understood that you were in on a supplementary and I was glad to allow it. I have got you on the-

Mr. Martel: It's the same question, Mr. Chairman, but the minister has got the tenor of what I am asking.

Mr. Chairman: You are on the list, Mr. Martel, we'll come back to you, Mr. Blundy?

Mr. Blundy: That's all for now. I'm going to have to leave very shortly.

Mr. Martel: Would you answer my supplementary now?

Hon. Mr. Norton: I'm not sure I remember it now; was it about the fuel allowance?

Mr. Martel: Yes, and about rental accommodation; and your sleeping habits.

Hon. Mr. Norton: My sleeping habits? Without going into too great detail, I presume I go through the same cycles of sleep as everyone else, sometimes for fewer hours perhaps, but that is more related to my work load than my social life.

Mr. Martel: We're not asking about your entertainment.

Hon. Mr. Norton: Seriously, and I'm not minimizing the impact or the import of your question, I think it's fair to say that in terms of correspondence that I receive from clients of the ministry, I receive more correspondence from people expressing positive responses to the income maintenance programs than I do negative. I am sure if I made a general invitation saying, "Please write to me, everyone," that may not be the balance; but of those who write of their own volition there are more positive.

I realize it's not a uniform response and I realize that probably in my lifetime we will not see a time when everyone will be satisfied with what we're able to do, but I think on balance one has to accept that we are doing a creditable job, and I think it's on that basis that I'm able to sleep. I always wish we could do better.

Mr. McClellan: The maximum allowance you can pay in Metro Toronto, I understand, is \$170 a month.

Hon. Mr. Norton: Look, we have the-

Mr. McClellan: No, you look; you tell me how somebody is supposed to find housing accommodation.

Hon. Mr. Norton: I was going to respond to what you asked. The principal reason the rental portion appears to be inadequate is that for the last several years—I think we have discussed this each year as well—any percentage increase that has been given has been given on the total entitlement. None of it has been attributed to rent.

What we would like to do is to get away from those kinds of categorization. That was done a few years ago for very legitimate reasons. What was happening was that where there was an increase in their rental allowance it was immediately being taken up by landlords increasing the rent. We want to get away from that.

What we are trying to do now is move away from the shelter allowance and ordinary expenses and so on, and deal with it as a total package of basic needs, a package that would include all of them. That is why, if one looks at them on the basis of rental allowance, yes, that has not been increased for some time, and the reason is as I have just explained.

Mr. Martel: That's lovely, providing you are prepared to find out what it takes for a family of two, three, four, and you start all over again and build in what those costs are and then vou use your global figure. I couldn't agree with you more, but I want to go back to the beginning and start from scratch to provide a basic level of income that meets the costs out there.

You won't do that; you keep adding a percentage on something that was never, even in the beginning, based on what the

real costs were in the real world; and that

is where you won't change.

I don't think any of us disagrees with what you are saying, providing you are prepared to go back and start afresh on what it takes a family of two, three, four, five to survive. You do everything else but. You play around with it and say we want to get away from rent, we want to get away from fuel and all this nonsense that goes with it, but you won't go back and pick up the pieces.

What is the maximum for a single person? Is it \$202 or something like that? That is ridiculous. You can't get a room for \$100 in Toronto. Those of us in this Legislature who rent a furnished room in Toronto, pay \$380 for the room; and we ask an individual to live on a total of \$202 a month. You won't even start from where you should be to bring it into line. If you did then we would agree with what you are saying, but you won't change inequities,

Mr. McClellan: You also pay the allowance according to the shelter component. It is very nice for you to say it is all together in one family benefits income package and we raised the whole thing by a fixed percentage, but the clinker in your argument is that for purposes of payment you separate out rent and you pay the allowance according to a series of criteria which are based on maximum ceiling figures. The maximum that you will pay, I gather, is in the order of \$170 per month, and that is just inadequate. You can't provide housing accommodation unless you are lucky enough to get into subsidized or non-profit housing. It doesn't help to pretend that it isn't a problem, as you seem to be doing.

You say we will give out a nine per cent increase or a 10 per cent increase across the board, without ever coming to grips with the fact that the pieces of the budget are still there. It is now two pieces; it used to be more, but there are still the two basic components of the family benefits allowance. One of them is rent, which is based on what you actually pay; and it has a fixed ceiling on it which you won't exceed, regardless of what people are paying for rent. It simply means they take it out of the food budget or out of the clothing budget; that happens all the time and you know it.

[3:00]

I gave you a whole bunch of cases last year in estimates that I had taken the trouble to obtain from a number of colleagues' case files. I gave you details of what people were receiving from your ministry, and what they were actually paying in rent and what they

were receiving on the rental portion. You said my arguments were enormously compelling, that you were going to look at it and review it; then your words vanish into the atmosphere and nothing changes.

You brought in a six per cent increase in January which just about covered the cash flow deficit that social assistance recipients experienced because of the reduction in the amount of family allowance. My interpretation of the reason that allowances were raised by six per cent in January was because you understood that the changes in the family allowance program represented a monthly loss of cash income to family benefit recipients, which is precisely what happened.

Since 1975, in this period of hideous inflation, goods have gone up by 42 per cent, housing by 39 per cent, clothing by 26 per cent. People can't live. You preach restraint as a government and talk about tightening the belt. These are the people who I presume you are preaching to, because these are the people who are bearing the full burden of your constraint program, these are the people whose belts have been tightened, and tightened until it is inconceivable how somebody could live on what you provide.

Hon. Mr. Norton: Perhaps I can take one more run at trying to explain why the rental portion has been treated as it has in the last few years. The provision is that the only time there is an adjustment-

Mr. McClellan: I understand the argument that you are making; I don't accept it.

Hon, Mr. Norton: I wish you would let me answer, for God's sake. I sit here and every time I try to get a word in you ramble on; I would like an opportunity once in a while to have a chance to respond.

If we were to have increased, on a continual basis, the rent portion as well as the ordinary needs, then more people might well have been in a position where that would have been subject to adjustment if their rent was below that, and there are some cases where that happens. In order to ensure that everybody got the maximum, we did not attribute the increase to the rent so that the overwhelming majority get all of that, plus the increase, which is all attributed to the other side of the present compartmentalized approach.

You overlooked as well in your comments, that there is a rent supplement program which is available in Metro, for example, to persons whose rent does in fact exceed the amount that is allowed.

With respect to the rate increase in January, I think that one has to again look at the total change in income to families who receive the benefits. If one takes into consideration, for example, the child tax credits, the rate of increase in terms of family income is more like 12 per cent as opposed to six per cent for this year, that is with the increase in family benefits combined with the child tax credit. Again I am not suggesting that puts everybody at an optimum level, but I am suggesting that family income for those persons this year has in fact gone up more than the six per cent which was allowed under the family benefits.

Mr. Martel: Did you ever try to get a supplement in Sudbury?

Mr. Sweeney: Mr. Chairman, I have a very short question that ties in with the discussion

that has been going on.

In the past month, and this is in light of what the minister just said about an increase, I have spoken to family benefit recipients in Toronto, in Sudbury and in Kitchener, and in all cases they said they had within the past month spoken to the local officers and had been clearly told that increases were to be frozen. How do you interpret those mixed messages? Tied in with that, given the fact we only had one increase for a period I think of almost three years, when will this increase you are talking of be retroactive to; and can you tell us approximately when it will be announced? I put it all together because obviously there's a clear sense outside of this room that nothing is going to happen.

Hon. Mr. Norton: I don't know how that message got communicated. I can only say it's true that what I am referring to is something that is not yet at the point where I can communicate with the field staff, so they had no indication of an increase coming up; but there has certainly also been no indication of a freeze, or whatever the terminology was that you used. I am also not in a position at this point in time to indicate to you either the precise amount or the precise timing of the announcement of the increase.

Mr. Sweeney: Is it a fair question at this point to ask whether or not it will be retroactive, given the history of the past, say, three to four years?

Hon. Mr. Norton: No, it will not be retroactive. I would think we would have a lot of administrative problems if we tried to make it retroactive, because of the numbers of persons who are coming on and leaving the program in any given month. I am not sure how one could administratively make it retroactive.

Mr. Sweeney: Would it be fair to ask if it would be effective before the end of the

calendar year, or are we talking of 1980 sometime?

Hon. Mr. Norton: I think any question is fair, although I am going to have to indicate to you that I am not in a position to answer that question, because as I am sure you are aware there are levels of process for approval of various decisions that I may make or recommend that have to be completed before I can indicate an answer to that kind of question.

Mr. Sweeney: One last item on that same general question: will it recognize a longer period than just the last year, will it take into consideration that over the last three years at least in no way have the increases at least matched or even come close to the inflation rate? I am just trying to get a line on some of the criteria you are going to use to make this decision.

Hon. Mr. Norton: I can say this, although please don't misinterpret what I'm saying: the decision which will be announced will be based upon the knowledge of and the consideration of the historic growth of the benefits, as well as the inflation rates; but I would not want you to anticipate that to mean all inflation retroactively for a number of years will be reflected in one rate of increase. It will be made with that knowledge, though it's not necessarily possible, if one were to add the rate of inflation for the last several years, to achieve a complete catchup, if that is what you're suggesting.

Mr. Sweeney: Given what has happened the last three or four years; and given, as I am sure you appreciate, that one of the biggest concerns people who are on continuing family benefits have—let us say for example the disabled, we're not talking about people coming on or off-is that there hasn't been an annual increase to come even close to inflation; is your ministry, or is the government in a position now, or will it shortly be in a position, to say that from now at least you can expect an annual increase; or are people going to continue to be faced with this uncertainty and anxiety? Although you may not change the base, as has been rather strongly suggested at the very least can they expect some kind of an annual increase which every other program with the exception of children's allowances has? I am not aware of any other that doesn't.

Hon. Mr. Norton: I can assure you there will be an annual review. Of course I am not in a position to say that there will be always an annual increase in the future. I would certainly hope that would be the case,

but then I may not be in a position to be the person making that decision.

Mr. McClellan: Let me deal with two of the issues I wanted to raise. Let us just talk a few minutes more about income security. Maybe I've been a critic for too long. I can't work myself up to repeat the basic argument in support of raising family benefit levels above the poverty line. You can only make that argument so many times and have your words go into the void.

I have a couple of cases about the kinds of stupid inequities that characterize our social assistance system. Let me just look at them, just for illustrative purposes, These are from my colleague Bob Mackenzie's

constituency files.

A 58-year-old Hamilton woman who lives alone has a main source of income of \$131 from CPP disability. In addition she gets an income from family benefits of \$58.82. Despite the fact that she is classified as disabled under the Canada Pension Plan, she is not classified as disabled under the family benefits plan. She is permanently unemployable, whatever the distinction is. She pays \$47 a month rent. Fortunate for her, she is in subsidized housing. Her utilities are \$8.03 a month. So after she pays her rent and her utilities she has a remaining income of \$135 a month, that's \$4.50 a day to provide food and clothing, and entertainment and personal needs.

Every time the Canada Pension Plan goes up by a dollar her family benefits cheque goes down by a dollar. She is 58 years old. If she were a senior citizen she would have a combined income, under old age security, guaranteed income supplement and GAINS, of \$364.87 a month.

Hon. Mr. Norton: I'm sorry, is this the second case to which you refer?

Mr. McClellan: No, no. If she were a senior citizen, if she were 65 instead of 58, she would have an income in excess of double what she gets. How can the ministry year after year, complacently fail to deal with these absurd inequalities between people who are absolutely bewildered and humiliated and made miserable by the stupidity of our social security programs? It is beyond me.

[3:15]

Why should a woman's income double when she turns 65? Why is somebody who is on Canada Pension Plan disability, not automatically eligible for provincial GAINS disability? How much longer are you going to do nothing about sorting out these kinds of stupidities?

Neither income is adequate by the way. Neither her income under Canada Pension or family benefits, or even her income under OAS, GIS and GAINS, is above the poverty line, above the Statistics Canada revised poverty line; they are both below the poverty line. One is twice as far below the poverty line as the other; I suppose that is one way of looking at it.

You say we spend—whatever it is, \$22 billion.

Hon. Mr. Norton: It might be; I think it is \$17 billion.

Mr. McClellan: Seventeen billion dollars spent on social security, and one wonders at the effectiveness of it. You don't have to look very far to wonder. You just have to look at the way you administer your own programs, at the kind of total injustice that characterizes the administration of social allowance programs. That is why our \$17 billion is shot to hell.

We can talk about the need to revise the taxation system, so that people like myself will receive a substantial increase under the revised family allowance program—and I do by the way; I get a substantially increased amount of money under this so-called reform to the family allowance system than I did under the old system. I have two children, and my wife is not working. I mean that is a stupidity beyond belief, that it shouldn't be taxed away from me and redistributed to people who need it; people like this person in Hamilton who is living below, so far below, the poverty line.

Another case, again from Bob Mackenzie's constituency case load; and I won't give the name. She receives the family benefits gains disability, plus Canada Pension Plan; so again, every time the Canada Pension goes up by a dollar her family benefits goes down by a dollar. That will help you to balance your book, but it doesn't help her to balance her book. She is 63 years old. If she had a husband alive she would get \$301.22 a month plus Canada Pension Plan. She gets from you and Canada Pension Plan, \$297 a month. When she turns 65 her income will go up substantially. She has to wait out two more years of absolute poverty until she turns 65. Then, because she has Canada Pension Plan disability, she will be probably just above the Statistics Canada revised poverty line. It is too bad she can't change her birthday, isn' it, so that her income could approach some level of adequacy. That is the only kind of change that she could probably look forward to, on the basis of the history

of your government's inaction and the inaction of successive federal governments.

Bob Mackenzie has a letter from you, the usual kind of blah-blah-blah, talking about how it is a federal requirement that increases in the Canada Pension Plan must be reduced dollar for dollar from provincial social assistance payments. Of course as always it is a matter of considerable concern, but to date they have been unable to resolve the problem with the federal authorities. Well quite frankly we won't hold our breath as you go to negotiate with the new regime. I don't hold any hope that Sinclair Stevens and his gang are going to redress some of these inequities. The question is are you going to use the excuse of federal nonco-operation in perpetuity? You have done very well at it for 36 years. I suppose it is conceivable you would do it for another 36 years. What are this lady and people who come after her going to do? Do you think it is right that somebody should be receiving \$297 a month instead of something in the order of \$450 simply because of the accident of a couple of years difference in age? How much longer are we going to have to confront this kind of stupidity?

I ask you again, do you have any plans at all to try to rationalize the — you smile and smile; smile and smile and be a villain.

Hon. Mr. Norton: It is just that with the long pauses I keep starting to answer, but—Mr. McClellan: Oh, I see.

Hon. Mr. Norton:—then I recognize that you are not finished.

Mr. McClellan: Well I await your answer. Hon. Mr. Norton: Oh you are finished now?

Mr. McClellan: Sure.

Hon. Mr. Norton: Okay. You obviously have identified some of the problems—

Mr. McClellan: For the fourth year in a row.

Hon. Mr. Norton: —that exist in trying to address the situations that you describe. I frankly don't have the authority to operate outside the law, except, I suppose, and even then it's not outside the law, when it is possible to take initiatives as we have done from time to time at—

Mr. McCellan: Can I stop you with this, sir?

Hon. Mr. Norton: -risk of loss of the federal cost sharing.

Mr. McClellan: Does the law require that there be a difference in definition between Canada Pension Plan disability and GAINS disability? Hon. Mr. Norton: No, but I can explain that in fact the-

Mr. McClellan: No; oh, no.

Hon, Mr. Norton: I think you know historically how that happened. The thing is that our definition of—

Mr. McClellan: Oh, sure.

Hon. Mr. Norton: —permanently unemployable is almost the same as the Canada Pension Plan definition.

Mr. McClellan: Almost, except in the case of the lady I mentioned.

Hon. Mr. Norton: No, no; now listen carefully to what I say to you.

Mr. McClellan: Yes, I'm listening.

Hon. Mr. Norton: I think you misunderstood what I said. I said our definition of permanent unemployability is almost the same as the definition of disability in the Canada Pension Plan. The decision was taken in the early part of this decade, I cannot be sure of the year—

Mr. McClellan: I think it was 1834.

Hon. Mr. Norton: —to make a distinction between—and I must say that this is the decision that I daily regret was ever taken to allow for a—

Mr. McClellan: And daily you procrastinate.

Hon. Mr. Norton: —a higher level of assistance to those persons with a more severe handicap or disability. For that reason the definition that had been used up to that point, as I understand it, continued to be used for permanently unemployable individuals. Those people with higher costs associated specifically with their disability were given an increased amount. Maybe different terminology ought to have been used; perhaps we should have stuck with the definition of disability for what is now called "permanently unemployable" and developed a new terminology for the higher level of support.

That, I think, explains the problem that we have in terms of difficulty in understanding. The fact that the terminology is similar to what is used in the Canada Pension Plan—

Mr. McClellan: Very helpful.

Hon. Mr. Norton: —creates a very serious communications problem for us.

Mr. McClellan: A failure to communicate I think.

Hon. Mr. Norton: Well in terms of understanding, you were asking about the definition and I am responding to that aspect of your question. Mr. McClellan: I am talking about a woman who is living in poverty. I don't give a—

Hon. Mr. Norton: All right, but you specifically asked a question about the definitional difference and I was responding specifically to that part of your question, I am not suggesting what I have said answers all of your question; I mean goodness, the question lasted for 15 minutes. Much of what you have said I accept as supportive of what I suggested was necessary just before you began that question. I think it speaks very graphically to the need for a broad rationalization of the programs at all levels of government.

Mr. McClellan: You might call it an income security review which your government torpedoed in the mid-1970s.

Hon. Mr. Norton: No, we did not torpedo it at all.

Mr. McClellan: Yes you did.

Hon. Mr. Norton: We did not.

Mr. McClellan: There was a series of "nyets." Don't you remember Lalonde's cri de coeur about Prince Edward Island making a more significant contribution to income security review than Ontario, and all that Ontario ever did in the process was say "no."

Hon. Mr. Norton: We had some alternative proposals. It depends on whose "nyets," I guess, you were listening to in the process of that review. I think it is essential, and some of the things you have mentioned in your question I think illustrate it.

For example, take old age security. I'm not suggesting that program be terminated—

Mr. McClellan: Awfully decent of you.

Hon. Mr. Norton: —but by virtue of the fact that it is universally applied and there is no specific tax-back provision, although in a number of cases I am sure there is substantial tax-back in terms of the total amount available for income transfer there are inequities, and those inequities cannot be addressed at one level of government alone.

The bulk of that \$17 billion is being spent in income transfers at the federal level. If that \$17 billion were divided differently, I'm not worried about the jurisdictional question myself, I'd be quite happy to give up some responsibilities, or assume some new ones, if the whole thing could be rationalized so that the total income distribution system in this country made more sense.

Short of that kind of change we're not, as a province, going to be able to redress all

of those differences and ensure that definitions are exactly the same or ensure that levels of support don't change when one becomes eligible for a program that is funded by a different level of government.

I would point out in passing, on your comments about the child tax credit that maybe you should have another look at your income tax return. I suspect a substantial amount of that is tax-back from you as it is, but then I don't know how you make out your income tax returns.

Mr. McClellan: My wife is an accounting student.

Hon. Mr. Norton: I won't ask for an audit of your returns.

Mr. Sweeney: If it is a fact that Ontario must by federal-provincial agreement take away every extra dollar that the federal government gives, what rationale does the federal government give for giving the dollar in the first place, because the recipient doesn't end up with it?

Hon. Mr. Norton: Many of the programs from which people receive benefits at the federal level do not go only to persons who would be on family benefits, for example the Canada Pension Plan. There are many people who would be receiving benefits under the Canada Pension Plan who would not be on family benefits, but it's in the agreement with regard to income support programs like family benefits, where the requirement is written into the agreement, and it is required under the regulations in the Canada Assistance Plan, that income from other sources has to be offset. The concept is that whatever the federal government agrees to support as the level of family benefits in a given case is a maximum level of support, so that if a person has any other source of income it has to be taken into consideration.

[3:30]

Mr. Sweeney: But the thing that is so devilishly difficult to explain is that the additional dollar, however many of them there may be coming from the federal government, is to recognize an increase in cost; and since there are no additional dollars from the provincial program to recognize those increases in costs, then the justification of literally taxing it away, because that's literally what it amounts to, just doesn't make any sense. It's not as if the recipient had a new source of income they didn't have before. It's a clear recognition by one level of government that the amount of money flowing to that recipient is sufficient because of changes in costs of living, and for

that alone surely you must, as a member in a constituency, have faced the difficulty of trying to make any sense whatsoever in ex-

plaining that to a recipient.

It's that aspect of it that doesn't make sense. I can see if somebody's grandmother leaves them more money, or some relative suddenly gets a lot of money, or whatever it happens to be; all of that I could understand, but this just doesn't make any sense. I fail to understand how ministers like yourself and those of the other nine provinces, sitting down with the federal government couldn't resolve that issue. That's the point I come back to. Of the recipients, 99.9 per cent just see it as an absolute sham; and every time it happens I would be willing to bet that almost every member of this Legislature has the same repeat performance. Your telephone lights up for the next three or four days and you're just faced, twice a year almost, with-

Hon. Mr. Norton: I'm not arguing against the problem at all, I recognize that problem; but I suppose that looking at it from another perspective, assuming that you had two persons living side by side with essentially the same kinds of needs and family responsibilities, both on family benefits but with one by virtue of a disability of some sort also in receipt of Canada pension benefits and the other person not, one could argue that it would be inequitable, recognizing that these families have identical needs, that an additional eligibility on the part of one made it possible for them to receive benefits over and above the level of family benefits, that might continue to increase as Canada pension benefits do, so that one family would have progressively more money and have more by virtue of the increase in eligibility for a second program. The growth in inequity in that kind of situation between those two families would be progressive.

I'm assuming it's that kind of concern as well where they say, "What we have agreed to with the provinces is to support up to an agreed level of support for a family with

specifically defined needs."

Mr. Sweeney: Do you know who is talking now? Keith Norton the lawyer; Keith Norton the minister would not give that kind of an explanation, because surely—

Hon. Mr. Norton: Let me just say to you this. I'm not arguing that this is the most equitable approach; all I'm saying is that your telephone would also light up, I suspect, each time one neighbour got more money, and your caller would say, "Why is the province of Ontario giving my next door neighbour \$500 a month, and they also have

\$185, or whatever, coming in from the Canada Pension Plan, and they're only giving me \$500 a month and I don't have that extra money? The federal government has just given them an increase."

Mr. Sweeney: Because they qualified for the other program; you either qualify or you don't.

Hon. Mr. Norton: Not necessarily on the basis of the need criteria, they may not have any greater need than the family next door.

Mr. Sweeney: There has to be a need or you can't qualify; nobody turns around and gives you money for nothing.

Hon. Mr. Norton: No, but the qualification, for example under the Canada Pension Plan, does not relate to need, it relates to eligibility, because you have, for example, a disability.

Mr. Sweeney: And that is not a need?

Hon. Mr. Norton: Yes, but the benefit is not related to financial need, and if one is looking at financial need, as income maintenance programs are supposed to do, then the inequity—

Mr. Sweeney: Yes, but that is the purpose of your program. You are saying it is not the purpose of the federal program.

Hon. Mr. Norton: That's right, but I am saying at the same time the federal government, because they are contributing money to both, say, "Look, if a family on the basis of need is determined to receive a maximum amount, then if they get money from other sources, particularly other sources involving the federal government, then that has to be offset." That, I think, is another perspective. I am not saying it is the perfect one.

Mr. Sweeney: Have you ever tried that on one of your constituents?

Hon. Mr. Norton: Yes; and in fact they have more often accepted it and seemed to understand it.

Mr. Sweeney: Oh God!

Mr. McClellan: I am pleased to see that Glen Heagle isn't with you, and you are going to have to be dealing with the work incentive program from the same lobotomized perspective as I have to deal with it. Again, I have enormous reservations about the direction that you have taken in moving into work incentives and I feel exceptionally disappointed because it is an area that, as you know, I have been advocating that the ministry move on for a number of years. When you do pick up on suggestions and then move on them badly, it is enormously distressing and causes one to question whether it wouldn't

have been better to stay away from the estimates in the first place.

The main thing that remains a mystery to me is why you have chosen to deal with part-time employment the way you have. I appreciate receiving the six-page statement that was kindly provided the other day. It is helpful for purposes of discussion. I operate from a set of biases and a set of assumptions and I think by now you ought to be familiar with them.

The main one is that the family benefits allowance rates condemn people and children, some 100,000 children in this province, to a standard of living below the poverty line. That is to me simply an objective empirical observation. It is measurable in numerical terms. Your allowances are below the poverty line. The question from a social justice perspective is, what responsibility as a society and as a Legislature are we willing to assume, to permit this huge number of families and this huge number of children to achieve a standard of income that will permit them to live at a decent and adequate standard of living? That is the question that I have repeatedly tried to address myself to, over the years, in these estimates debates.

I have very little faith that your government or the federal government is going to provide sufficient money to raise the benefit levels up to a level of decency and adequacy. I take that as a given, after so many years and after again the kind of discussion that we are having this afternoon, that this is not

going to happen.

I put it to you: if you are not going to give people sufficient income through allowances to raise their standard of living to one of decency and adequacy, how can you at the same time say you will refuse to permit a family benefits mother or disabled person to work part-time and keep enough of their income to raise their standard of living to one of decency? You have ignored that whole question entirely when you devised this work incentive program. You set that whole basic question aside and simply dealt with another set of problems, admittedly real problems, the financial inequities that were experienced by family benefits recipients who were moving back into the labour force.

I acknowledge that that was a real set of problems that had to be addressed and that you responded to. But I want to stay on the issue of part-time employment for a minute. When you gave me this six-page statement, you made a very elaborate argument that a majority of the people who are on family benefits and working part-time would not be disadvantaged. I think 54 per cent of the

part-time workers would not be disadvantaged and another 37 per cent would experience a benefit under the plan, and then a smaller minority would suffer an absolute disadvantage.

As usual with your argument around income security issues, there is a clinker, the catch, the hook. The hook is, of course, in the first sentence on page four: "As of June 1979 there are 114,000 family benefits recipients of which 10,378 have part-time earnings." Less than 10 per cent of the family benefits recipients are working part-time at all. Ninety per cent are not working part-time. You see, that is the relevant statistic in all of the stuff that you gave me. That tells me that the part-time disincentives are so stringent that 90 per cent of the recipients don't feel it is worth while engaging in any kind of part-time employment.

Your scheme is still punitive. The tax-back weight is too high; the exemptions are too low; you don't take into account what it actually costs by way of additional expenses for a sole-support mother to work part-time; and all of those disincentives add up to an effective barrier to people taking part-time employment. There isn't a sufficient material advantage to work part-time in the first place. The effort isn't an investment of energy. An effort doesn't represent a substantial payoff in terms of the possibility of substantially improving their standard of living.

[3:45]

I don't know how I can try to make the plea to you either to revise the scheme or to come out with an additional work incentive proposal that makes it possible, if you're not going to raise allowances to a level above the poverty line, for people to earn sufficient money that they can materially improve their standard of living. I don't think that's an unrealistic request. It doesn't, it seems to me, conflict even with your Neanderthal ideological biases.

Hon. Mr. Norton: You even make my colleague smile. It's almost non-parliamentary. It's almost as good as his press releases.

Mr. McClellan: "Neanderthal" is eminently parliamentary, it's positively charitable.

Let me ask you just to respond to that. I'm absolutely convinced that you have only two choices. If you're not prepared to say as a matter of explicit policy, "If you want social assistance in Ontario, fine, live in poverty and raise your kids in poverty and be excluded from the kind of standard of living that the average family takes for granted." An average family income, as you well know, is now \$22,000 a year. I don't

know what the average family income of a social assistance mother is, you probably have that statistic. I would guess that it's somewhere between \$5,000 and \$7,000 a year.

Hon. Mr. Norton: As I said before and I'll start by saying again, I don't think at any time I have suggested that with one, albeit I think important, change to assist family benefits recipients, we were going to resolve all problems. I think it has to be recognized that by virtue of this change there is an improved incentive for persons to engage. in part-time work.

You cite the 10 per cent figure and see that as a particularly significant statistic. I'm not sure whether or not the conclusions you draw from that are valid. You must remember that of the 114,000 family benefits recipients, many are in receipt of benefits by virtue of a handicap which in some cases

clearly prevents them from working.

Mr. McClellan: Part of your scheme has to do with work incentives for the disabled.

Hon. Mr. Norton: That's right, but this benefit goes to people with a very wide range of handicap, not just those persons who by virtue of injury or suffering an ailment become handicapped and are unable to continue in their previous employment.

There is another thing you don't take into consideration. I don't know what the answer is to this but I am assuming there are sole-support mothers who, as a matter of choice, when their children are young, particularly, would choose to remain at home as opposed to entering the work force. I don't know, though perhaps the staff have some idea, how many of the 10,378 would be sole-

support mothers.

The number of sole-support mothers in receipt of benefits is approximately 48,000. Of those mothers about 58 per cent have no children under the age of six. Therefore, availability of day care and all the other considerations may not be a major consideration for them. As I say, I don't know, but one looks at that 10,378 considering—these are rough figures—about 8,000 are sole-support mothers and about 2,000 are persons in receipt of a disability pension.

Mr. McClellan: That leaves 40,000 solesupport mothers who are not working right now.

Hon. Mr. Norton: Yes, that's right. What the reasons may be in each case, I don't know. One has to consider that geography may be a consideration to some extent. Not everyone in receipt of the benefit resides in a metropolitan area. Some people would live

in rural communities where the availability of employment may be a very real factor in their being able to engage in part-time work. I am not sure one can hastily draw the conclusion you did.

Mr. McClellan: I'm talking about a global lack of opportunity—maybe we can come back to that—because I don't think any work incentive scheme will work in isolation from an overall manpower context. We've talked about this before, the need for the provincial government to adopt a set of manpower policies and a manpower framework with respect to its obligations to provide services to people who are traditionally excluded from participation in the economy and work force, and that includes your 114,000 family benefits recipients.

Unless and until there is a major commitment on the part of—I believe the provincial government is the appropriate level of government to do this—we're not going to be able to deal with the problem in any signi-

ficant way.

You can ease some of the pain of transition for the relatively few people who make the transition from social assistance back to full-time employment, but that doesn't begin to address the overall problem of an economy that excludes by its very nature people who are unable to compete on the basis of equality with other people who don't have

disadvantages or handicaps.

Again it goes back to what the member for Sudbury East (Mr. Martel) always talked about in his phrase, "You run the welfare office like a pay wicket." You've got to stop doing that and start running it from a wholly different perspective, from a different context, from a manpower context that looks at the full range of services, job creation, job training, job placement, job counselling, day care, vocational, job readiness, training for the disabled, affirmative action, perhaps a quota system; the whole range of government initiatives that are necessary in order to create job slots for people who can't compete.

Until you're prepared as a government to adopt that overall framework and put your programs together within that framework, a co-ordinated range of programs, specifically designed to assist traditionally excluded people, then you're just adding on one more thing. Instead of having 80 programs and

now we have 81.

I don't totally mean that by way of a putdown, because each of the add-ons has a good purpose. Each of the add-ons helps some small number of people, we can see that, It's better to have GAINS than not to have GAINS, and it's better to have rent supplement at the municipal level than not to have rent supplement at the municipal level. Eventually this stuff has to be rationalized and put together. I'm trying to suggest to you that until that is done we're fooling ourselves more than anybody else if we think we're really addressing the problems of poverty and the problems our kind of economy creates for so many people—the people you serve, principally.

Hon. Mr. Norton: I'm not sure what the question was after all that.

Mr. McClellan: It wasn't a question, it was just an observation.

Hon. Mr. Norton: I think what you suggest in terms of manpower component is one thing we are trying to develop at the present time in conjunction with Canada Manpower. I hope the change that has been described by Mr. Martel in those terms will be something we see happen.

Mr. McClellan: Again, what I am talking about is not simple administrative arrangements, for example, and having a liaison between the welfare office and the Manpower office. Nobody is denying again the benefit of that kind of a measure. But what I am talking about is looking to the fulfilment of the mandate of the Minister of Labour and Manpower to develop an overall policy framework for the whole government that would inform his ministry, as well as yours, as well as the Ministry of Education and perhaps the Ministry of Health, and develop on a co-ordinated basis, the way I think we have demonstrated to some extent we are able to do with respect to the developmentally handicapped, but on a comprehensive basis.

Again, until you do that, programs like your work incentive scheme are going to have marginal impact. They will help some people. But we are talking about a lot of people, between 10 and 15 per cent of the population, probably, who are in the category of people who are unable to compete, for a variety of reasons, on the basis of equality with people who don't have special disadvantages.

Hon. Mr. Norton: I want to emphasize that what we are attempting with Canada Manpower is not just an administrative liaison—it goes well beyond that—and is, I think, more in line with the type of thing that you are suggesting.

Mr. McClellan: Could you describe it a little bit? I am quite interested.

Hon, Mr. Norton: Perhaps I can get one of the staff. May I just go one step further before Mr. Alfieri picks up on that?

It is of some concern to me as well that with the divisions of responsibilities between the two levels of government there may be as well some room for a reorganization of which level assumes which responsibilities. I think we want to avoid if we can—and I think we ought to, in terms of just some sensible form of government at both levels—having each government trying to duplicate what the other level is doing.

Perhaps one of the things that ought to be being considered, and it has been suggested, is that we ought to be looking at whichever level of government is going to assume principal responsibility for manpower strategy and manpower policy, and programs related to that. Perhaps that ought to be where the expertise is developed in these programs, and persons who at present are employable, or potentially so, ought to be employed specifically in those kinds of programs whereas those persons who by virtue of circumstances are not likely, at this time at least, to reach a point of being employable in any competitive sense, ought to be in a clearly separate kind of support program.

Mr. McClellan: The problem has always been that we have a very primitive employment service still in this country, if you compare it with the kinds of employment agencies that have been created in the northern European countries, and that represents a major problem. Canada Manpower only matches people who are competitive, and able to compete in the job market, with existing jobs. It has traditionally been very unsuccessful with hard-to-fit groups of people. The step isn't written in stone, certainly, but it has always made a lot of sense to me to define a unique provincial manpower role with respect to excluded groups of people—those people who just don't easily fit.

[4:00]

It is not just a question of matching a disabled person with a job slot; it is a question of a whole bunch of things, starting with training and counselling and support to the individual and ending with modifications of the economy itself, so the economy is able to accept them without requiring that they be able to compete against a person who doesn't have a handicap.

I don't think the federal government is close enough to either the individual or to the individual parts of the economy, to companies, to be able to do this. It makes sense for me to see the province moving in that direction as opposed to having what remains a relatively impersonal and remote

federal bureaucracy trying to do it on a national basis.

Mr. Carman: Mr. Chairman, just in response to that, it is a little early at this stage to give full details of the kind of things we are undertaking with Canada Manpower. They are in development, but what I would like to do is to apprise the member of them as the winter progresses.

The objective he has just outlined is the purpose now of detailed discussions between the Ontario region of Canada Manpower and our own staff. The clear objective is to have much more personal development for individuals rather than just trying to fit it in with the traditional Canada Manpower system. It is not just solely the sole-support mother's project, which I know Mr. McClellan is familiar with; it is going beyond that.

Rather than going alone in the thing, we are finding the co-operative approach is very productive and we think it can lead as a base to something that hopefully will grow. It isn't universal in the sense that we have attempted to deal with the entire range of disadvantaged persons at this stage, but if we can get a modus operandi, there is no reason it cannot expand beyond the base of the project.

Mr. McClellan: What kind of coordinating or leadership role has the Minister of Labour and Manpower been taking now in these kinds of activities? Are there interministry committees established under his auspices in which your ministry is working and participating? What would be the relationship between your ministry, in this project that you are describing, and the work of Bob Elgie?

Mr. Carman: The approach we have taken with the Ministry of Labour on a number of these issues is that we work jointly with them in the development of overall policies, but because of the particular interest of Community and Social Services we have been taking the lead role with Canada Manpower on the individual projects.

We have not found it necessary to establish formal linkages of the type you suggested. We found that working with the key people at the senior level in Ottawa, in Canada Manpower, and the Ontario regional manager, that we have been able to find a degree of willingness to co-operate that hasn't required the establishment of formal intergovernmental committees. So it is being done really on the basis of an outgrowth of contacts that have been established with that ministry around other major interests, such

as unemployment insurance reviews and that type of thing.

Mr. McClellan: Again, my own concern around this is that there will be a series of probably small and probably reasonably good efforts taking place, dispersed throughout the Ontario government. In the vocational rehabilitation division of the Workmen's Compensation Board there is a very good little unit, and I stress "little unit," that is engaged in actively recruiting job slots for disabled workers. The board is starting to make more rational use of what you would call a wage supplementation program under the act to provide a financial cushion to disabled workers as they move from either temporary benefits or partial pension benefits back into the labour force.

I think it would be a lost opportunity if they proceed in their direction, looking after that category of the handicapped who are defined by virtue of their eligibility under the Workmen's Compensation Act, and you are looking after that section of the handicapped that are defined by virtue of their eligibility under the Family Benefit Act, and somebody else is looking after the group that is defined by virtue of their eligibility under the disability section of the Canada Pension Plan and there is a fourth group looked after at the municipal level.

It is just an infinitely diffuse set of operations that will remain haphazard and, I am convinced, insignificant, until government comes to a major policy decision as a government to say, "Yes, this is our job. Here is how it is going to be done: We don't define people by virtue of their eligibility for our programs; we define them on the basis of our need for service and we will rationalize all of our services so that if you are disabled there will be one place that operates a comprehensive vocational rehabilitation program from A to Z where a disabled person will know if he goes to this office they are going to help him."

The more you go off in your own direction, the worse it is going to get. It really isn't a solution; you just make it that more difficult to rationalize the programs. You make it that more difficult to bring them together so that they are able to serve everybody who is in need.

Hon. Mr. Norton: I don't want to risk pre-empting any of my colleagues, but I think that within the almost immediate future you will see my colleague, the Minister of Labour, taking some clear step that will address that.

Mr. McClellan: We have had exactly the same discussion both in his estimates and in private conversation and I think there are any number of people, yourself included, who understand the need to do this. With International Year of the Handicapped almost upon us, I am sure it is an irresistible opportunity to do something significant.

Hon. Mr. Norton: I may just add that I have had, not so much in the formal sense—well, one of them at least I guess was formal—an opportunity twice in the recent past to meet with groups of, one might say, leaders in the business community, representatives, in most cases executive officers, of corporations that are major employers, not restricted to Ontario but often with significant presences in Ontario, and discussed this very issue of employment opportunities for handicapped people and others who might be seeking employment.

I was thinking particularly of persons who would at the present time be involved in programs relating to our ministry, and I guess at this point I should be cautious about it, but it was met with what I think was a very positive response which I intend to pursue and hopefully initiate in co-operation

with them.

Initially, I am not sure what form it will take, but at least one might loosely describe it as some affirmative action in the private sector in terms of creating employment opportunities for persons who find it very difficult now to find available employment. It is so informal I haven't had a chance to discuss it with my colleague, the Minister of Labour.

Mr. McClellan: This is useful. One of the things I am convinced would be enormously helpful in aid of the process would be some kind of quota legislation. People usually shrink in dismay, horror or concern when "quota legislation" is mentioned, and that includes not just management people, it also includes traditionally trade unionists and it also has included traditionally handicapped people themselves. I am familiar with the whole range of arguments against quota legislation, particularly from the handicapped person's perspective, the concern that it would result in a kind of creaming.

I don't see quota legislation as an end in itself. but I think it would be enormously significant for the government of Ontario, for the Legislature, to enact quota legislation by way of establishing, if you will, a community standard and a set of expectations that are taken so seriously that they are enacted in the law. The people of this province

simply expect that the economy will make room for the physically handicapped. You are not going to get compliance with quota legislation through any kind of punitive enforcement. I understand that absolutely.

The only way you get compliance is by doing the kind of thing you are doing, or at least I hope you are doing or you will do—that is to say, actively promote with the private sector the opening up of job spaces for the handicapped. That involves selling employers on the kind of contribution the handicapped can do and making available to them whatever kinds of financial incentives will encourage them to move into these kinds of programs.

Again, I think legislation is an important keystone because it signifies a degree of commitment that otherwise isn't signified. It just expresses the will of the government and the Legislature on an issue in a way that nothing else can and it indicates quite simply that you are serious about it; it is a major government direction and a major government priority to create jobs for the physi-

cally handicapped.

So we will continue to push for some kind of quota legislation to persuade you to do it, and to use the opportunities of private members' hour in the hope we can persuade you to look seriously at some kind of quota legislation, understanding that the legislation is not the program and what will make jobs happen is the program.

Hon. Mr. Norton: I must say that at this time I don't share your enthusiasm for what might be described as quota legislation. I think if there is the potential that I believe there is for co-operative action, I would prefer that to anything that, even though it was not punitive, might be perceived as heavy handed. If it can be done on another basis then I would much prefer it.

Mr. McClellan: If you can open up the job slots on the basis of persuasion, all power to you. Because we are talking about so many people and such a difficult problem in the kind of economy that we have, if you want to call it heavy handed let's call it heavy handed, because what we are doing is challenging the basic premise of our economy: that in order to get a job you have to be sufficiently competitive to compete with other workers for the job on the basis of the kind of contribution you can make to maximum efficiency and maximum production and maximum profit.

Normal business logic applies, but when we look at a handicapped person the logic is illogical and we have somehow to burst out of that mould if we are going to permit the handicapped to burst into the jobs in sufficient numbers. I am not interested in the kind of thing that the Workmen's Compensation Board is doing on the scale it is doing it. The problem is one of scale. I can produce 500 or 1,000 jobs a year, but the need is enormous and the need in your ministry is enormous.

[4:15]

I will watch your efforts with real and sincere interest, as I watch the efforts in the Workmen's Compensation Board in this direction, but the bottom line is jobs. The bottom line is how many guys or gals can you get back into the economy or perhaps into the economy for the first time. If you can do it by jawing, as I say, good luck and every success, but I think you are going to need—

Mr. R. F. Johnston: A big stick.

Mr. McClellan: Not necessarily a big stick, perhaps a small club.

Let me yield my place. I want to come back to the specific of the full-time work employment program, but I better let some other people get in.

Mr. Ramsay: Mr. Chairman, I have two points that I would like to bring up, but before I do I would like to continue the discussion for a bit, if I can, on the case of the handicapped.

I have just two examples out of many. There is a young lad in Sault Ste. Marie, college educated, crippled from the waist down, in a wheelchair, he is able to get around and has applied for just about every government job that has come along in the last couple of years. Each time he has applied I have tried to support that application, and each time there has been some reason why he is inadequate for that particular job or lacks experience for it.

Just last evening I chatted with a lady in Sault Ste. Marie who used to be my neighbour. The young lad who grew up next door to us is crippled only to the extent of having a bad hand and a bad arm. Everything else about him is perfectly normal, including his intelligence. Here again, he has applied constantly for various jobs, including government jobs, over the years and each time he is told that there isn't a place for him.

I suppose the question that I am asking is, is there a policy or a philosophy among government agencies, regardless of the ministry, on hiring the handicapped or providing some concessions to the handicapped relative to the hiring practices?

That was my first question. Perhaps you want to handle that and then I will take the other two later.

Hon. Mr. Norton: On the cases that you have raised, quite recently—I am not sure exactly the date of its release—the Civil Service Commission released a policy applicable to all government ministries on an affirmative action program for the handicapped in terms of employment of handicapped persons in government positions.

As far as I am aware, that is sufficiently recent that it has probably not yet been distributed to our field offices. There will be some personnel training required in association with it. That is now under way, as I understand it. Hopefully, it will create in all employment interview situations a much greater awareness of the importance of this and also lead to affirmative action in that direction.

Mr. Ramsay: I am encouraged by that. I wonder if one of your staff could send me that information.

Hon. Mr. Norton: Yes.

Mr. Ramsay: I have another question. I have had experience with various people in need, elderly people requiring disability pensions or requiring welfare pensions, yet I know they have children who are doing extremely well, who are rather affluent, living at a high standard, and so on. I have mixed feelings about trying to help these people, whether I should be attempting to do whatever I can to support their case with the Ministry of Community and Social Services or whether that responsibility should be going to the children who obviously have the means either individually or collectively, as family, to help their parents.

The family unit versus welfare I suppose is the point I am trying to make, and it is a philosophical point, but just how does the ministry look at circumstances and situations such as this?

Hon. Mr. Norton: Certainly, in terms of eligibility for the program, we would not take into consideration the income level of children, although I do think that for reasons that go beyond the financial need I personally wish there were closer relationships in some of those cases between the generations within families.

One thing I think might be an approach to encouraging more familial involvement in assisting members of the family is a significant change in our tax system which recognized the contribution that members of a family might make to other members of that family. As an example, one might take an

elderly member of the family for whom some substantial public assistance would be necessary in the form of a place of residence in a home for the aged or something of that nature.

At the present time, if the family does assume that responsibility, to the best of my knowledge there is very limited recognition of that in our tax system. I personally feel that to encourage what is potientially a healthy supportive kind of family environment and to make that financially feasible for families, there perhaps ought to be some tax concession if not a direct incentive to assist with that.

Mr. Ramsay: I said I wasn't making a point, I was asking a question; maybe I am coming to a point. I find it somewhat repugnant to encounter an attitude in a great number of people who, because there are benefits available through government, explore those benefits first before looking after that relative, whether it be mother, father, brother, sister or whatever the case may be. Are we encouraging that atmosphere?

Hon. Mr. Norton: On a personal level I also find that repugnant. But I don't think government can penalize an individual by virtue of indifference of members of the family.

Mr. Ramsay: I agree on that point very much.

Hon. Mr. Norton: The only way to approach that that I know of is through moral suasion and perhaps some kind of revival within our communities that would create community pressure, in terms of peer group pressure and in terms of what expectations are regarding responsibilities as persons for other persons in the community and particularly in our families.

Mr. Ramsay: There is a reverse type of reaction too where people who are applying for senior citizens' or subsidized housing will transfer their assets to their children. Again, what do we do about circumstances like that?

Mr. R. F. Johnston: It encourages them to choose, as it were. I remember Doug Johns, the commissioner for social services in Durham region—

Hon. Mr. Norton: Yes.

Mr. R. F. Johnston: —at a session we were involved in one night on care for the elderly and that sort of thing. He was quite upset about that that night and about what is going on in our system. He felt it essentially encouraged people to cheat and get rid of their assets before they go in.

Hon. Mr. Norton: Yes.

Mr. R. F. Johnston: Is there no way around it?

Hon. Mr. Norton: I don't know of anything we can do at this point.

Mr. Ramsay: Let's move to the final point. Mr. McClellan dealt with this to some extent and I must admit I don't understand it. As I understand this, if a person is receiving family benefits of some kind or another but tries to augment those benefits by working part-time, the family benefits are taken away or diminished. I would like somebody to ex-

plain to me why this happens.

To me it seems to be working at cross purposes to what society should be striving to do. If a person is receiving benefits and is prepared to get out and work to make himself useful and to provide a better standard of living for his family, there obviously has to be a point where the benefits would be cut off. I agree with that. But there is also a point of a reasonable standard of living that they are trying to attain. Whether they attain it by family benefits and part-time work or whether they provide it by full-time work, is there not a saw-off point somewhere?

Hon. Mr. Norton: That is in part at least what we have attempted to address with the changes we have introduced in our work incentives. Ultimately the only satisfactory solution to that type of problem is one that functions through the tax system. One could call it a negative income tax program or whatever. The types of programs that we are responsible for can only go part-way in meeting that kind of concern. Unless the program has such universal applicability that it would also reach low-income full-time wage earners, then we might well be creating some serious problems within society in terms of inequities. Clearly if we are going to go much beyond the present level, I think what we have to be looking at is some form of income supplementation.

I am also of the opinion that our programs are not the vehicle for that. That is my impression from the experience we had with a three-year experiment in income supplementation involving the cities of Ottawa, Peterborough and Toronto. Although we haven't got the final evaluation at this point, it would appear that they were quite unsuccessful. Or maybe they were successful and there were fewer people on low income in the area than their income tax returns and Statistics Canada indicated.

Some will argue perhaps that there is a lot of undeclared income being earned by second family incomes and so on; I don't know about that. But it did not appear that it reached the number of people it was supposed to.

One of the concerns we had is that it may well have been identified by the individuals as "a welfare program" and because they were employed full-time, their pride may not have allowed them to apply for supplementation because they felt they did not wish to apply for welfare assistance.

Mr. Ramsay: Am I correct when I think that right now if a person is receiving family benefits and takes a part-time job, he or she has to declare that job and lose a portion of the family benefit?

[4:30]

Hon. Mr. Norton: Not for all of their earnings. Just to give an example, take the situation with a sole-support mother with one child. If she were engaged in work on a part-time basis, her first \$115 would be retained absolutely, and that would not be taxed back at all. On the other hand, if she were to earn above that, then there is a tax-back provision—which we have just changed from a previously 75 per cent tax-back; this is the part Ontario is having to bear alone, because it is in excess of federal guidelines—we have now changed that, so it is only a 50 per cent tax-back, so half of what she earns above that she can retain.

If she were to earn \$200 per month from part-time earnings, she would be able to retain \$157.50. At present that goes up to a maximum of \$250. So with a maximum of \$250, she would retain \$165. She would achieve that level at about \$215 in earnings, where she would retain \$165. Then beyond that it would be clearly to her advantage to move, if possible, into full-time employment.

Mr. Ramsay: I would appreciate receiving that type of information, as well as the civil service material to which you referred.

Hon. Mr. Norton: Okay, sure.

Mr. R. F. Johnston: Mr. Chairman, I was going to deal with a number of matters, but at the moment I will deal with the work incentives, if I may, and a couple of related Family Benefits Act matters, because I know Mr. McClellan wants to come back on the full-time work incentives to which Mr. Ramsay referred.

I am not particularly happy about the work incentives, either. I don't know whether you saw my press release at the time.

Hon. Mr. Norton: The record was a little more restrained in some respects.

Mr. R. F. Johnston: In some respects only. I tried to be. I find it difficult to get myself really wound up. As you said, I am always

smiling, no matter what evil thoughts I am thinking.

Hon, Mr. Norton: Is that a characteristic of social workers?

Mr. R. F. Johnston: I am not a social worker. That is a degree conveyed upon me by the Toronto Star, along with a number of other degrees they gave me, for which I thank them.

Mr. Cooke: It could be worse; you could have a law degree.

Mr. R. F. Johnston: True. We are sinking into the depths of society at this point. I want to say that the present work incentive is inadequate for part-time workers, as Mr. McClellan was saying. I appreciate your new information, which I haven't had a chance to see yet. But I know the FBA mothers I am dealing with and working with on a regular basis did not feel it was going to give them any particular assistance at this time, and they were very concerned about it.

As for full-time, I feel, as I have said in my press release, that it just helps keep people in low-paying jobs. I don't think there is really any incentive built into it, to develop people for higher-paying jobs. I find it to be in direct contrast with what I understand is in your ministry's policy, and it is my first time to ask you this directly, in terms of giving people advantages in education when they are from disadvantaged groups such as FBA mothers.

As you know, I have been working with a group that began lobbying this spring with the Minister of Education (Miss Stephenson) on the basis that the members had had their eligibility for student loans taken away from them this year. I won't get into all the details of it; you know the progression of that yourself. But what concerned me was that it is our information, through officers of the Ministry of Health, that it was in fact a directive—whether written or verbal, I am not sure—from your ministry around this time last fall.

It dealt with a concern about the size of grants and loans given to FBA students, which caused the Ministry of Education to review its plans in what I consider to be a totally discriminatory fashion, because the only group singled out for major exclusion this spring was the FBA mothers, although we have changed part of that over the summer. It is my understanding that the implication from your ministry, your directive, stated that if the loans were not reduced, the FBA awards would be reduced.

It is also my understanding—I have no idea if this is true or not because I have not been able to get anything in writing on it—

but in point of fact, some FBA recipients who were students did have their FBA money cut slightly for a short period of time; it was reinstated, but it was cut. I'd like a confirmation on that. If this the case, it is counter to the whole concept that surely should be behind work incentives: to get people off welfare to allow them to be socially upwardly mobile.

I have nothing but respect for the women I have been involved with in this student group, and who, besides having two or three children and living in pretty strained economic circumstances—which have been outlined before by Mr. McClellan-managed to get themselves up and get out and try to improve themselves by improving their education. In some cases they went through sort of prep kinds of things where they had to get back to their basic high-schooling; then they went through the community college. In fact, it is an irony that several of these women want to be social workers. As I think I indicated in one of my press releases earlier, who better to be social workers, unlike some who-

Hon. Mr. Norton: I thought we had enough social workers.

Mr. R. F. Johnston: Well, we have too many social workers, perhaps; you come from a middle-class background and you have never experienced being a recipient. I think there is nothing better than to have people who have been recipients on the other end. I can understand if you have problems with grants, philosophically. I think the grants should be higher in terms of the Ontario Student Awards Program, and especially to disadvantaged groups, and I can understand how your ministry might feel the grants were too high and could be seen as income that would be over and above that basic living income your ministry provides. But I do not understand how the concept of loans can be attacked—the taking out of loans to meet costs that go along with their educational needs, such as more books and extra day care, which the present grant system under OSAP does not really take into account and which is a totally inadequate allowance for the real needs there. The other needs are clothing costs and that sort of thing for the work world, which are same requirements as being at school. I don't understand why your ministry would not allow these women to have the same advantages in terms of their basis income.

Some of these women are receiving \$4,000 a year from your ministry at present and therefore they are very poor. Why shouldn't

they have some access to student loans, like other people in proper positions? For instance, a single mother who happens to be supported by an absentee husband of one kind of another may receive up to about \$6,000 in income without having any effect on her OSAP earnings—if you want to look at loans as income, a total of about \$12,000 in income, or a combination of \$6,000 in real income, plus a grant, plus two loans. And yet the family benefits recipients are now allowed to receive that.

I see your intervention, if it did take place, on this matter, as running contrary to the idea of helping people get out of this social quagmire in which so many family benefits recipients and GWA recipients, find themselves. When I look at this I get upset, specifically when I see a work incentive program which, sure it helps people with menial jobs, or to get out for a low-paying job and helps them for a two-year period; but here, people are trying to do something which I think shows remarkable courage in trying to beat the system, and trying to provid a better standard of living for their children, and they are being denied it.

The latest reports of the board of education in Toronto showed up the continuation of poverty through our school system, and that we aren't really addressing ourselves to getting people out of the poverty system in our society. It outrages me to think that these people would not be given every possibility. If they want to put themselves into debt for the rest of their lives, if they can make that kind of choice that it is important enough to get into a meaningful job situation, to take out loans to the maximum and put themselves into a deficit situation for five or six years later on, I think they should be given the right to do that, as any of the rest of us was in the educational system. They want it, and they deserve that right.

There were some spurious kinds of comments that came not from your ministry, so I won't even reply to them, but the idea, the stigma that's attached that these women wouldn't know how to handle the money was one of the things that came from a person in the Ministry of Education — that these women wouldn't know what to do with that much money, and that they somehow would be more likely to default than an 18-, 19- or 20-year-old student who takes off for a year. I found that just repugnant to me, especially knowing these women and the kinds of commitment they were making.

I'd really like to have some clarity from you today, as to what involvement your

ministry had in that decision by the Ministry of Education. What kind of impact did you have on that? Was there that direct correspondence? Was there in fact a written directive? What happened? I'm very upset about that.

Hon. Mr. Norton: As far as the specific question at the end, I'm not aware of any involvement on the part of my ministry. I wasn't involved in it. Perhaps Mr. Alfieri

could respond to that part.

I'd like to indicate that it is the policy of our ministry, with respect to family benefits recipients, that they can receive up to \$1,800 a year in grants, without any tax-back provision, as long as there isn't duplication in terms of room and board or something like that. That is the only area where there may be a problem develop in the perception of some people. Otherwise, we do not tax anything back from family benefits from their grant. As far as I'm aware, they're also eligible for loans.

Maybe Mr. Alfieri is familiar with the specific problem you're referring to. I'm not.

Mr. Alfieri: I'm not fully familiar with exactly what transpired a year and a half ago, although throughout the history of the OSAP-FBA interface there was always the perennial concern about duplication of payments, specifically as it relates to the board and lodging component, which was once identified as a separate component. We were always left with the difficulty of having to react to a situation where a student received an award, which was a combination of loan and grant, to come up with a formula which provided the student with as much of that grant as possible, but at the same time there was no direct duplication of payment in respect of those items that are covered by both programs.

I think that notwithstanding what may have happened in the past-I can't speak exactly as to what has transpired that led to the concern you have outlined; however, a lot of work was done this spring and summer between our ministry and the Ministry of Education to resolve that problem—the bottom line right now is that there have been considerable changes in the sense that not only have we moved from a situation where before it was on a loan-first, grant-second basis—in other words, a student had to apply for the loan before he would qualify for the grant-but also now we have moved to a grant-first, loan-second basis where the recipient of social assistance will automatically get the basic grant without having to repay

If he or she wishes to pursue the question of the loan, then he can do that. All this is

being done in a way that there is no duplication of payments, at least the way it's being assessed. As long as the student awards officer knows the client is a family benefits recipient, once the client tells us he has received his grant, we don't ask any questions on it.

I don't believe we're at the point yet where they have complete rights, as you have indicated, in relation to other students who are not in receipt of social assistance, but within the scope of our responsibility, and as much as we have been able to do it, we have been able to effect a system where any money that they receive—which I think is up to \$3,600—

Hon. Mr. Norton: Yes.

Mr. Alfieri: —will not affect their social assistance in any way.

Mr. R. F. Johnston: I personally consider that to be some sort of victory for these women who fought this battle, frankly. I will accept that on their behalf at this time.

However, there's a certain amount of doubletalk involved from you. I'm getting two different angles from two different ministries and I feel a little concern here. The only area where living expenses could get involved in terms of OSAP and these family benefits recipients is in terms of grants. There is an element within the grant structure where a certain portion of th's money, is supposed to go towards living expenses.

But there's already a differential built in. They're getting \$1,800, whereas some individuals are getting—I can't remember the figures now—they're allowed up to \$2,100, it

seems to me.

There's around a \$300 differential there already. Say there's a difference and that means they only get \$1,800. Fine, that was accepted. That was understood.

#### [4:45]

Also, in my first meetings with the Ontario Student Awards Program people at the end of April, they said the grants were available. There was no question that grants were available. Therefore, the grants first were there as far as I'm concerned at that time and loan second. At that time it was grants first and loans second, except maybe \$500 under certain conditions.

The Ontario student loan and the Canada student loan, as they're administered, supposedly have no relation to living expenses. They are supposedly for education expenses. Therefore, I don't see why they should be brought into a discussion of a Family Benefits Act recipient as to a duplication of

funding from your ministry and the Ministry of Education. I'd like an explanation of that if I may, because under the legislation through the Ministry of Education, OSAP loans are not to cover anything but educa-

tion expenses.

For everybody else, as I've said, depending on your income, you have an eligibility for both of those loans. I think they should have the same right to apply for that. I'll say this directly—some of them have confided to me that they don't need both, that the \$3,600 is adequate. There are others who, if they wish to, can get up to \$5,400, compared to \$6,100 or so for some other students in other circumstances. I think they should have the right to do it. I'd like some clarification on that.

Mr. Alfieri: Our regulations call for all income to be taken into consideration, and our responsibility in relation to that is to react in a way that ensures that there are no duplications of payments. We are more concerned with the grant than we are with the loan. As long as the grant doesn't cover any expenses or any costs we are providing for, then there's no difficulty.

I'm pretty sure we are not the ones who have said to OSAP, "You must only issue a loan not to exceed \$1,800." This is possibly something that they have taken into account. The other side of the coin is yes, a person can receive up to \$6,000, but a portion of this cost, of course, would go towards education-related costs and a portion of it would be for the person's sustenance during the course of the school year. He has to live, eat, rent a room.

Mr. R. F. Johnston: That's why they have a higher grant portion.

Mr. Alfieri: That is the portion we are basically concerned with. I think perhaps what has happened was an appropriate saw-off which would result in a situation whereby it would not be necessary for us to start looking at any portion of the funds they receive from the Ministry of Education, but in a way that they would be able to optimize that.

I realize that in terms of equity, it's not to the same degree as a student who's not in receipt of social assistance. The question is that there is nevertheless social assistance inpay and our regulations do provide for us to consider that. It's the duplication of payment that we're concerned with, only those moneys that relate specifically to board and lodging and personal needs.

Mr. R. F. Johnston: It sounds to me as if I should aim my guns in that matter on the Ministry of Education.

Mr. Cooke: What happens to the student who wants to go on to post-graduate work and under the OSAP regulations there's no grant available? He would have to go entirely on loan.

I understand we're talking about a Ministry of Colleges and Universities policy, but none the less this affects your clients and their likelihood of getting into the work force at some point. Certainly you have a vested interest in seeing that they get into the work force. If there are restrictions on the amount of loan they can get because they're FBA recipients, doesn't that concern you? Have you talked to the ministry officials in Colleges and Universities?

As you know, there is this very backward step that the Ministry of Education took a couple of years ago in putting the four-year eligibility period on grants. While it was good that they put grants before loans, they did decide to discriminate against certain types of students and make it so that there was only a four-year eligibility period. What discussions have taken place between the two ministries on that regarding your clients?

Mr. Anderson: From our discussions within the last couple of weeks with the Ministry of Education I would say if you are granting full access on a request basis to Canada student loans—and assuming that the Ontario loans will not have been immediately required—they're granting full access to those loans to the same number of students. We think the matter is completely resolved now. They will be reviewed as to the need for them, but they expect to apply the maximum lending to them.

Mr. R. F. Johnston: I wonder if I could just continue from that and then you can come back to David's point. That line, essentially, is that they have the appeal mechanism open to them for Canada student loans. However, every student has an appeal mechanism open to him if he isn't happy with his loan. He can have received a grant, Canada student loan and Ontario student loan and he can still appeal.

With the family benefit student loan they have a grant—whatever portion, because of the living expenses duplication—and the Ontario student loan, and then they have to bargain and they have to prove need for that other. That still, in my view, is discriminatory. There again, my fight is with the Minstry of Education, given what you've said.

Mr. Anderson: It was the reverse, I guess, of what you've suggested. It's the federal one that's the base and it's the Ontario loan which they negotiate.

Mr. R. F. Johnston: Exactly.

Mr. Anderson: As far as the post-graduate loans are concerned, I'm not aware of discussions that have dealt with that specific matter up to now.

Mr. R. F. Johnston: From what you've just said, the deal now is that they can get a Canada student loan?

Mr. Anderson: Yes.

Mr. R. F. Johnston: But they have to prove need in order to get it?

Mr. Anderson: Their needs will be reviewed for the Ontario loan.

Mr. Cooke: As I understand it, and maybe Mr. Sweeney can correct me if I am wrong, there is so much discussion around the Ontario Student Awards Program that the Ontario student loan also kicks out at the end of four years.

Mr. Sweeney: The Ontario student loan is still available, it is just the grant section. These students would not be able to get an Ontario student loan though, after graduation from a basic degree.

Mr. Anderson: Mr. Chairman, I'm afraid I can't answer that question specifically. My understanding is—

Mr. Cooke: I would have thought that your ministry might have had some discussions with the Ministry of Education on it, because as I have said it is to your advantage for these students to go through university and college and to get a degree or a certificate and get into the work force. It is not only good for them personally but it is also good for your finances which you occasionally seem to take into consideration. I would have thought there would be more thorough discussion and awareness of the problems of your clients.

Hon. Mr. Norton: I think the response by the ministry when we realized the worst problems indicates that we are interested and there will be further follow-up, I can assure you, to see if we can assist in getting these things sorted out,

Mr. R. F. Johnston: I can't tell you how delighted I am that these discussions have actually been going on for the last two weeks or for the last month and a half, since July 3I when we won the victory of including the Canada student loan. I have been really frustrated as to a new approach to take, some new technique to raise the issue and I have had to wait for these estimates to do it.

There are a couple of other Family Benefits Act matters that I would like to raise

and one of them I gather was discussed yesterday in terms of paternity proof for family benefits recipient mothers who have a child, say, out of wedlock. Because you have gone through it so much, I won't ask you to repeat it. I understand you did go through that vesterday. I won't review it too thoroughly but I do have a case of a woman in my riding-I believe the minister is probably aware of it, or his office definitely is. The woman, Dawn Massey, went through the period of having four or five months when there was no income coming in because she had, she claimed, conflicting advice in terms of when she should go through the court system and that kind of thing. I don't want to deal with that process; I understand

I am really concerned about the obligation of these women to go through what can be an incredibly humiliating courtroom experience. The case that comes to mind is one in which I was told that a woman was threatened by phone for a number of months in advance, was told that if she did go to court the alleged father would deny his responsibility and would also bring in his friends to say they had also had relationships with this woman, and she would have to undergo that in a court situation, which I think is unnecessary. It is apparent that the individual is not cohabiting with the woman involved, and does not recognize his responsibility, in writing, which apparently this person would have been willing to do. Going through that humiliating court experience is something which I don't think should have to happen.

In this particular case that I am referring to now concerning Dawn Massey, as I understand it, it's going through to the Supreme Court. I am not exactly sure of all the legalities involved. Perhaps Mr. Alfieri knows. My concern is who is going to pay for that? This is testing the system, essentially, and the ability to get decisions on this matter. I think it's a matter of jurisdiction. Is the province, is your ministry going to be paying the court fees for this case through the Supreme Court?

Hon. Mr. Norton: I'm not familiar with the case at all, I could check to see what I could find out.

Mr. R. F. Johnston: I would be glad to give you the social insurance number and that sort of thing. She is now being paid, and I'm not really concerned about her ability to maintain herself now, but she is going to have to go through the courtroom experience, first at the Supreme Court level which is going to decide whether or not

the province has the right to—I wish I had that clear in my mind; not being a lawyer I get confused—but it has to do with the provincial jurisdiction in the matter.

If there is the right to provincial jurisdiction, then it still has to come back to court and she has to go back to court again to go through the actual case. I think that's an inordinate amount of pressure to put somebody under. This woman in particular is under incredible emotional distress at this point.

Hon. Mr. Norton: Give us an opportunity to check. As I say, I'm not familiar with the case and apparently Mr. Alfieri isn't either.

Mr. R. F. Johnston: There is one final point. I raised it in a question to the Minister of Health (Mr. Timbrell) in the House the other day in terms of a family benefits recipient who had been extra-billed for an anaesthetist and was unable to pay. It came to about \$66. She has done as the Minister of Health said she should. She has written to the doctor and asked him to exclude her, et cetera, something which I philosophically disagree with.

I was interested to note that it seemed family benefits workers in my area disagree with this as well, because the advice that was given to her—not just to her but to my assistant as well in discussion with them—was that she shouldn't pay, or that she should offer to pay \$1 a month and hope that it went away.

I just want to know what sort of directives are going out from your ministry. Is that a slip of the tongue, an inappropriate suggestion?

Hon. Mr. Norton: There are, as far as I am aware, no directives relating to that within the ministry. I am sure anything construed as a debt incurred by a person outside the normal program would be subject to whatever advice. Normally I would think our field workers would not engage in advising people not to pay their bills, or on the other hand I suppose it's really not their business to supervise the personal handling of their expenses.

Mr. Anderson: Mr. Chairman, I suppose the advice of our field workers, if they were asked by recipients, would be that their allowances are not subject to attachment and they should only pay what they could afford to pay under the circumstances. It's like any other kind of debt that is owing, and we cannot make any provision in our allowances nor would we be able to get the municipalities to provide an allowance or a settlement

for the purpose of paying a doctor, so we could only advise the woman to pay as much as she possibly could, or as little as would be adequate to meet her obligation. That is the only kind of advice our staff would be authorized to give.

[5:00]

Mr. R. F. Johnston: I can understand them offering advice in that fashion. If opting out continues, and it will, and if extra billing continues, and it will, and there can be no guarantee from the government that all doctors are going to work out an amicable settlement with their individual patients on this matter, the ministry has accepted responsibility for OHIP payments at this point, presuming, I think, when it did so—I think this is correct—that this would cover payment at that time for bills, is there any possibility that the ministry might take on the cost of additional billings of this sort in the future?

Hon. Mr. Norton: Certainly no consideration has been given to that at this point. We certainly encourage persons who are seeking medical care to go to a doctor who has opted in. I follow that advice myself.

Mr. R. F. Johnston: Apparently the Minister of Health didn't.

Mr. McClellan: It is five o'clock and I am obliged to leave. The Liberal critic has not been able to complete his meeting and one of my other colleagues also had to go. I am not of a mind to leave the burden on my colleague from Scarborough West. I am going to call a quorum.

Mr. Chairman: That's not necessary, Mr. McClellan. If you feel we can't carry on, we won't carry out. I had hoped we could go to six o'clock because it would have taken the pressure off at the other end next week.

Mr. McClellan: I don't feel the pressure. I think we'll take the time that we need to do the estimates and there won't be any trouble.

Mr. Chairman: If we can't carry on, then we can't carry on. It wasn't my intention to run everybody out and exhaust the speakers and then carry the vote.

Mr. McClellan: I didn't mean to suggest that even remotely.

Hon. Mr. Norton: If we do go beyond next Wednesday, and I just want to get my request on the record now, the Tuesday of the following week there is a federal-provincial meeting which I obviously am anxious to attend, Should we go beyond Wednesday I don't know what that would do, whether you would be able to start

somebody else on Tuesday and then finish us up on Wednesday or not. I just draw that to your attention now.

Mr. Chairman: It's going to cause some difficulties, but not insurmountable difficulties. I'm just wondering, barring anything unforeseen and we sort of live a day-to-day existence in these arrangements—could we possibly go to 6:30 a week from today?

Mr. McClellan: If I could suggest that we sit at one o'clock on Wednesday rather than going to 6:30, I think we could accomplish

our purposes.

Mr. Chairman: All right. Could we agree to complete Mr. Johnston's questioning and then call it a day, and if it's agreeable to the committee, to start at one o'clock a week from today and go right through to six and we'll accomplish the same thing.

Hon. Mr. Norton: Mr. Chairman, the other alternative is, surely you could say that you see it six o'clock today, and you don't have

any problem.

Mr. Chairman: I have just been notified that the bank in Tiverton, which is in my home riding, was robbed of \$120,000. I didn't know there was that much money in Huron-Bruce.

Mr. Sweeney: I think we should all note that the chairman was absent for about an hour this afternoon.

Mr. Chairman: In my office. I didn't have time to drive two and a half hours. I think we had better get a more precise time on the record of my coming and going so I won't be incriminated,

Mr. R. F. Johnston: I have a whole area I want to cover, but that is all I want to say on that field. I do encourage the minister to think about what happens to family benefits recipients who are charged extra. It's a different matter if it's a debt incurred because there's been overspending and they haven't had proper credit counselling, but I think in terms of OHIP it's wrong to allow these people to be victimized by the additional pressure of having these debts develop over their heads as well.

In other cases of ambulance service charges, luckily we've talked the individuals out of the excess charge. I now have three anaesthetist charges—the kind of things you can't really protect yourself from when you go into a hospital. That's the thing. The choice is not as clear there. Luckily the doctors around the OHC developments in my area are all optedin and are all providing solid assistance to people in those communities.

I really would like the ministry to look into that. I realize that maybe it opens some kind of a Pandora's box, but in terms of the healthcare costs of these people I really do feel the principle of those being protected should be looked into. Are we able to go back to adult services on Monday, if we leave now? Is that possible?

Mr. Chairman: Yes. We're dealing with the financial matters on Monday, but whether it's Monday or Tuesday we'll be back to adult services.

Mr. R. F. Johnston: I would appreciate that because I was in Timmins yesterday and presumed we weren't going to get into this section until Monday or Tuesday and had, therefore, been wanting to prepare a fair amount on the elderly, and I've really not

had a proper chance to do it.

Could I just make one last comment about health care, on the level of family benefits recipients' incomes and their difficulties? I've been to several community clinics in the last little while and I've run into the comment on several occasions that there's a higher incidence of minor health complaints, things like minor pneumonia problems or recurring 'flu problems and other kinds of minor recurring health difficulties, in children of family benefits recipients and OHC low-income dwellers than there is in the general catchment of some of these health councils. They believe it's because they don't have the proper clothing and because there isn't proper nutrition. These things relate directly to the level of income these people have. That goes back to the very beginning of what I heard Mr. McClellan talking about.

I feel the programs we have are inadequate. The presumptions of the ability to care for children properly on those incomes are inadequate, and I hope in your examination of those incomes you come to an understanding of the broad ramifications, in terms of other costs to society, that lack of funding and basic living allowances have. That's just a comment, not a question.

Mr. Carman: I could answer a question Mr. Johnston asked the last time he was with us, regarding planning for the elderly. We ran out of time that day. It had to do with the possibilities that the ministry could come up with a fairly clear recipe on home support services that we could get out in fairly short order. It's just not possible to do that.

The subject matter is too complex. That's why the consultation process will be a giveand-take process. We don't have a nice, crisp, simple recipe for home support services. The notion of being able to put something out that would be the obvious answer to the question is an attractive one, except for the fact that the understanding, the inventory of all the needs of those people and the fact that they are not all in the direct care of the ministry makes it extremely difficult to be able to do

it on a one-shot basis.

That's why there is a fairly lengthy process. We have to put out some feelers and begin even to get the assistance of the community at large in an accurate definition of the problem, and the extent of the problem and the extent to which we can actually become involved in it without actually making things worse, if I can put it that way; in other words, creating dependency rather than creating independence, which is the whole purpose of the project.

It has to be handled with a degree of exploration, and that is why the legislation was scheduled for as long away as it was. It was to allow us to ensure that things like the volunteer sector would not be damaged by any initiative that was taken and that independence would be fostered, rather than dependence. That's why it is a process that appears perhaps to be more protracted than at first glance one might have thought was

necessary.

Mr. R. F. Johnston: Can I just comment on it?

Mr. Chairman: You've got a full hour.

Mr. R. F. Johnston: I know. It's wonderful isn't it? Wouldn't Mr. McClellan be surprised if I made it last? No, 1 wouldn't do that. I don't know how to filibuster. The thing is,

I'll learn, I'll learn.

I understand the difficulty, obviously. I wasn't expecting you to have the proposed legislation ready. I wasn't expecting you to have your government's absolute position down pat. There are, however, any number of models that can be looked upon from various jurisdictions in terms of a grid of home care services.

Principles like the ones you have just enunciated are the kinds of principles that I would like to see stated initially in some kind of white paper that says, "this is the government's approach. Yes, we do want all this planning and we want it on these areas, but we have people in our operations who have been working on these things for a number of years now." Mr. Crawford and Mr. Singer -there are any number of people I think are very capable in your department right now who could sketch out from you something with some of these kinds of concepts involved in it, some kind of idea of definiton of what is an essential service as opposed to ancillary service, but not for the purposes of saying, "This is absolutely the way we see it."

But I am really worried that you just send it out there in terms of the way you described it: "We will have consultation across this way and that way."

I get my own group for community care in Durham coming in with some very specific kinds of ideas from their own point of view and pushing that, and various lobby groups doing that kind of thing, so that at the end of it all you have is an extra sort of accumulation of information from various people's perspectives, to which you have, in my view, various kinds of access right at the moment that will set you back to exactly the same predicament you are in now. I am really worried about how that planning process works if you don't have some kind of white paper with some very basic things in it.

Mr. Carman: I think the initial consultation paper that is going out will address the issues you are concerned about, Mr. Johnston. I think too that the kind of plan that is outlined is such that it is a structured process. It is not just a sort of, "Well, I wonder what we will get in the net?" There are stages in the process with specific objectives in each stage to deal with each of the-

Mr. R. F. Johnston: And that is all laid out already? You've got your plan established?

Mr. Carman: But we still feel we need to give people time to respond. We ran into this with the children's services consultation. What seemed to us at the outset to be a fairly long period of time for response to the papers, we found to be far too short a period of time in terms of the reaction we were getting. Where we are attempting to do more than one stage in this case, actually to go through a number of papers, we really felt it needed to be spread out over that length of time.

Mr. R. F. Johnston: What is the length of time? I don't recall it.

Mr. Carman: We are hopeful we will have a draft bill in the fall of 1980. That is our objective at the moment.

Mr. R. F. Johnston: That is not too long. There are some problems in the meantime that I won't raise today, things I ran into in Timmins in terms of homes for the aged there which have implications in terms of a lengthy delay. That is the policy of no further capital construction of institutional beds. We could maybe talk about that Wednesday.

Hon. Mr. Norton: Yes. We could talk about that if you wish today. I think there are immediately pending at least partial remedies if not entire remedies to that, mainly through the Ministry of Health in terms of—

Mr. R. F. Johnston: Chronic-care beds?

Hon. Mr. Norton: Chronic-care beds and additional nursing-care beds.

Mr. R. F. Johnston: Yes, well, we won't get into it now but in talking to people up there yesterday, I just say those do not seem to be solutions and I was shocked by the condition of that home for the aged. I have seen most of the homes for the aged in the province and I was shocked to see the state of it. I am not sure the extra beds spoken

about for St. Mary's and for the private nursing home are going to handle it. That was the opinion of several people we spoke to when we were up there. But I would be glad to raise that in detail with you, if we can on Tuesday or whenever we get a chance to, in terms of what the ministry's response is going to be during this planning period, as the chips start to fall in various ways. That was just one example.

Mr. Chairman: We will adjourn the committee for today to reconvene Monday next.

The committee adjourned at 5:16 p.m.

#### CONTENTS

	Wednesday,	October	31, 1979
Adult services		•••••	S-1080
Adjournment			. S-1108

#### SPEAKERS IN THIS ISSUE

Blundy, P. (Sarnia L)
Cooke, D. (Windsor-Riverside NDP)
Davidson, M. (Cambridge NDP)
Gaunt, M.; Chairman (Huron-Bruce L)
Johnston, R. F. (Scarborough West NDP)
Martel, E. W. (Sudbury East NDP)
McClellan, R. (Bellwoods NDP)
Norton, Hon. K.; Minister of Community

Norton, Hon. K.; Minister of Community and Social Services (Kingston and the Islands PC) Ramsay, R. H. (Sault Ste. Marie PC)

Sweeney, J. (Kitchener-Wilmot L)

From the Ministry of Community and Social Services: Alfieri, D., Director, Income Maintenance Services Anderson, J. G., Assistant Deputy Minister, Adult Services Carman, R. D., Deputy Minister



No. S-39

# Legislature of Ontario Debates

Official Report (Hansard)

**Social Development Committee** 

Estimates, Ministry of Community and Social Services



Third Session, 31st Parliament Monday, November 5, 1979

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

#### CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario. Editor of Debates: Peter Brannan.



# LEGISLATURE OF ONTARIO

Monday, November 5, 1979

The committee met at 3:27 p.m. in committee room No. 1.

## ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES (continued)

Mr. Chairman: I call the committee to order. I should mention first that we're pleased to see Judge Thomson here today. He's been away on a family training course. We're pleased to have him here.

Hon. Mr. Norton: I'd like to particularly thank the committee on behalf of Daniel Graham Thomson for allowing his father to be absent from the session last Wednesday so that he could be present at his birth.

On vote 2903, children's services program; item 2, child welfare and health services:

Mr. McClellan: Before the minister begins to deal with the financial item, could I just have about three minutes to try to set out, I hope with some precision, the nature of my confusion, so that it gets addressed in the course of the presentation? I think I can do it fairly succinctly.

In the estimates briefing book, vote 2903, item 2, shows a 1979-80 estimate for children's aid societies, that isn't on page 111 of the program and resource summary. It shows an estimate allocation of \$105.1 million for children's aid societies. This is an increase of \$12.2 million over the 1978-79 actuals for children's aid societies, which was \$92.9 million. Here we have an increase shown in the estimate book of 12.9 per cent for children's aid societies.

However, I also have a copy of a letter from Judge Thomson dated August 3, 1979, to the presidents and local directors of all Ontario's children's aid societies. In the letter, the second paragraph of the first page, Judge Thomson says, "The 1979-80 allocation"—and he's talking about the child welfare allocation—"is \$103.4 million"; that is to say an increase of \$11.7 million or 12.7 per cent. There's a discrepancy in the figures that the ministry has provided to us in the estimate briefing book and to the children's aid societies in this correspondence of August 3.

If I may quote from a letter, which I believe has been presented to the ministry—

yes, it has. It's an analysis of the funding this year from the president of the Ontario Association of Children's Aid Societies. It's an analysis dated August 29, 1979, that is to say it comes after Judge Thomson's August letter. [3:30]

From the third paragraph of the first page, Mr. Caldwell, the executive director of OACAS states, "It is abundantly clear that in terms of replicating the 1978 levels of service in 1979, there is only the five per cent announced in the deputy minister's letter of February 1, 1979. Indeed, because of the four, five and six per cent approach to line items in the instructions, plus the inclusion of Garber training program initiative money in the base, the percentage increase for 1979 on a global basis is less than five per cent."

He goes on in the second page of this analysis to say the 1979 allocation is \$96.8 million. This is where I understand what Mr. Caldwell is saying; that's my perception as well. The 1979 base allocation to children's aid societies is \$96.8 million; it's not \$105.1 million as shown in the estimate book; it's not \$103.4 million, as set out in Judge Thomson's letter of August 3; it is in fact, as set out in the ministry's own correspondence to the societies, \$96.8 million.

This figure of \$96.8 million includes a \$1.7-million allocation for child abuse, which as I understand it is actually being spent internally within the children's services division; so that the actual amount for a base increase for children's aid societies is further reduced to \$95.73 million—not \$105.1 million, not \$103.4 million, not even \$96.8 million; now we're down to \$95.7 million.

The initiative money, leaving aside the question of how much is in the base—because that is totally unclear, not just to me but to all of the children's aid societies—leaving aside the question of the base increase, which is four, five or six per cent or less—and it seems to be less because a number of societies have actually received less—there's the question of the initiative money: \$1.53 million for foster care, \$1.27 million for a five per cent cash flow adjustment, the \$2.6 million which seems to be described as "negotiation money, or money to be given at the end of the year by way of

supplementary estimates"; and it's not sure which, or whether it will be given at all.

Finally, there's this money I've alluded to, the \$1.3 million for training, public relations ad campaign and for staff. Again, this seems to be an additional chunk of money that would be spent within the division.

In a nutshell—I think I took not too much more than three minutes—you will try to understand the areas where your estimates allocations have made absolutely no sense, I think to members of this committee; and more important, to directors of children's aid societies, who've been trying to cope with this since the February 1979 letter. They still don't have a true understanding of the amount of money that is actually going to be made available. I invite you, first of all, to try to clear up this incredible confusion.

Hon. Mr. Norton: I think the concerns Mr. McClellan raises will in fact be addressed in the presentation that we have prepared for this afternoon. I would like to say at the outset that it's not going to be a simple exercise this afternoon, because obviously the matters that we are trying to explain to the committee are complex, particularly so if one has not had the opportunity throughout the preceding year and a half that we have been working at it, to work along with us.

We will try to address all of those. If we have not, at the conclusion of this, then we'd be glad to try to work with you further to explain those apparent anomalies that you've raised.

Before I ask Mr. Peter Barnes, who's the executive director of operations in the children's services division, to begin the presentation, I think Judge Thomson has some comments that he'd like to make.

Judge Thomson: I have just two things that I'd like to clarify with the committee. First of all, our understanding was the committee would like us to present a broad outline of funding for the division as a whole, where the funds for the division as a whole came from and the amount of the initiatives and the amount of the reallocations, and so forth. We were going to begin with that and then do children's aid societies. Am I correct in assuming it's still the wish of the committee for us to cover both of those matters?

Mr. McClellan: I would, quite frankly, prefer if you could deal first with the estimate allocation as shown in the briefing book. Since this is estimates, I'd prefer that we look at the amount of money that's shown in vote 2903, item 2, under children's aid societies and special grant, municipalities;

and then come back to the broader question of funding within the division. I think that's the most urgent question that needs to be clarified if we're to make our way out of the kind of, not just financial confusion but I put to you crisis within the network of children's aid societies in this province.

Hon. Mr. Norton: In the course of preparing the presentation for today, a great deal of time and effort was put into trying to present it in what would be the most logical and clearest presentation. Obviously, we are ultimately in the hands of the committee to determine that, but after a considerable amount of work by staff it was decided that probably the easiest way in which to understand the very complicated figures that are going to be presented would be to move from the broader scope, and then move into the children's aid societies.

My only concern is this: that whichever approach we take, it's going to require, I think, considerable time and a great deal of attention and concentration to understand the presentation; even though, as I say, a lot of effort has been put into it. I would hope the committee might bear with us to avoid any unnecessary confusion in the course of the presentation.

Mr. Chairman: I'm sure, Mr. McClellan, that you have certain specific concerns—

Mr. McClellan: I wanted to make sure that the ministry understood the precise nature of my concerns. I think I've set those out. I hope the ministry doesn't take too much of the precious time of the committee dealing with its global budgeting but moves through that expeditiously and gets to the nub of the problem.

Mr. Chairman: I think we can do that. I think the ministry, as I understand it, has prepared a presentation dealing with the broad aspect first, and then if we could move through that rather quickly and get to the specific problems associated with the children's aid society funding I think that would perhaps be most satisfactory.

Judge Thomson: I'd like to just explain the difference between the \$105.1 million that is in the vote item and the \$103.4 million that's mentioned in the memo under my signature which went out in August, because the presentation this afternoon will be one which explains the \$103.4 million. The \$1.7 million is the so-called child abuse budget for the program, which is administered separately under Dr. H. Sohn.

The bulk of that money does in fact go to children's aid societies through demonstration grants, supplementary staffing and so on, but in fact that money flows directly, it does not flow out through the budgets. That \$1.7 million is additional money shown in this vote item; that's the difference between those two figures.

The memorandum which was sent out in August was to deal with the children's aid budget, which is in fact the \$103.4 million item. That will be explained in full in terms of the presentation. If you wish, afterwards we can outline how that \$1.7 million is being spent. That's a separate sum of money flowing out in a different way.

Mr. Barnes: This isn't going to be the most exciting presentation, in the sense it's going to be a ream of figures after figures. I will try to get through the overall estimates as quickly as possible. There are a couple of points I'd like to make, and they are points which I can understand add to the confusion of people looking at individual figures in isolation as distinct from the totality of the figures.

We are dealing in the estimates book with two groups of figures, printed estimates to printed estimates, and of course actuals to printed estimates. We'll try to cover both of those in this presentation. When we get to the actual children's aid societies we have two further points of confusion, one of which is we're dealing in totally different calendar years—that is the government fiscal years or financial years, the government's fiscal year obviously being from April to March, while the children's aid societies operate from January to December.

The second problem we're dealing with when we look at the estimates book is the government's contribution of 80 per cent of the total funds of the children's aid societies. In other words, it's a cost-sharing of 80-20 between the province and the municipality, yet when the societies talk about their figures they tend quite naturally to talk about the 100 per cent budget which is made up of 80 per cent provincial and federal contributions and 20 per cent municipal contributions. We do have a lot of base figures flying around which unquestionably add to the confusion of this, for us as well as everybody else

The first slide I'd like to show very briefly is a summary of what is in the estimates book. The major point of this slide—it's the printed estimates 1978-79 to the printed estimates 1978-80—is that as you will see we have taken most of the program items which exist in the estimates book, but we have broken out a couple of extra ones for precisely the

reasons Mr. McClellan mentioned. In other words, we have shown child abuse, which is just over half way down, separate from children's aid societies, which is halfway down, so in fact we do clear this confusion of the \$103.4 million and the \$105.1 million,

The major point of this slide as far as I am concerned, though obviously there may be questions, is the bottom line shows the children's services division got in total a 9.9 per cent increase in dollars over 1978-79. This must be seen in the context of the government policy of a growth of five per cent.

We will be picking up individual items within those areas to explain them more fully and to explain the differences in the increases in percentage terms by each line item.

The second slide shows the actuals to the printed. You'll see that in terms of actual expenditure due to a gross underexpenditure of something like 0.53 per cent over the 1978-79 year from what was estimated, it shows a 10.5 per cent increase in terms of our printed estimates for 1979-80 over the actual expenditures of 1978-79. If you look to the CAS item on that page you will see the frequently referred to increase of 12.6. I believe it was referred to as 12.7 at one earlier stage; that was a rounding figure, it was 12.649. I think somebody said 12.7; we've chosen the 12.6 here.

(The \$103,409,000 is the printed estimate for the children's aid societies. The \$91.85 million compares with the printed estimates for 1978-79 of \$86,012,000, and that is accounted for by the increase of about \$5.8 million due to supplementary estimates or increases involving children coming into care. In fact, if we quoted printed to printeds we could have mentioned an increase of 20 per cent for children's aid societies. We chose, of course, to mention the 12.6 per cent as we felt this was a fair reflection of the money that was coming in in 1979 as distinct from 1978.

[3:45]

Secondly, of course, we did in fact choose the 9.9 per cent increase, which is printed to printed in terms of our overall increases. Once again, we thought it was the fairest figure to quote. In both instances we've tried to quote the lowest and what we thought to be the most honest figure in these areas.

We have the printed to printed and the actuals to printed, both of which are considerably in excess of the five per cent growth which was the government's policy for this financial year.

Mr. McClellan: The estimates briefing book shows vote 2903, item 2, 1978-79 children's aid societies actuals as \$92.8 million.

Mr. Barnes: As distinct from \$91.8 million?

Mr. McClellan: Yes.

Mr. Barnes: That had child abuse in it for last year.

Mr. McClellan: I see.

Judge Thomson: Last year the child abuse budget was \$1 million.

Mr. Barnes: Once again, we've broken up the child abuse.

The next slide is again to underline the actual dollars we got in excess of five per cent during the course of this financial year over the previous financial year. What we've done is we've taken the basic line items, having broken out child abuse, and identified those line items where there was less than five per cent, and the amount in dollar terms less than five per cent given to the division. In the second group we have those items where more than five per cent was given, the net difference being \$15,521,300 over the 1978-79 printed estimates, plus five per cent.

Mr. McClellan: This is where we are dealing with money, something on the order of \$4.5 million, that will be—

Mr. Barnes: That's already been subtracted. That's the \$4.5 million off the top. We got \$20 million over five per cent in the second group, \$4.5 million under \$5 million in the first group, leaving a net \$15.5 million.

Mr. McClellan: This is all new money? The \$15.5 million doesn't represent any money that's currently in the system being transferred from one portion to another portion?

Mr. Barnes: That's right.

The next slide is to take a number of separate items relating to the individual line items. The ones we have selected to present are day nurseries, children's mental health centres, children's aid societies, child abuse, schedule 2 developmental services, the homes for retarded and the community support.

I will rely on the committee to tell me which ones they want to spend the time on. We'll put up the slides. I'll do two minutes or two seconds on it and then rely on the committee to ask me further questions on it.

The first one is day nurseries. It's straightforward. Printed estimates for 1978-79 are \$39.5 million, adjustments—that's mentally retarded and regular day nurseries, I should add developmental day nurseries, in both of which, together, 435 extra spaces were allowed for in the estimates. Total inflation on both the adjustment and the printed esti-

mate of \$2 million, giving a total printed estimate of \$42,493,000.

Hon. Mr. Norton: That does not include the increment—

Mr. Barnes: The next one is the children's mental health centres. I understand you would like some details on this one. Would you like me to spend some time on it now?

Mr. McClellan: Yes, because I've lost track of money that's being transferred from children's mental health centres to other programs within the division.

Mr. Barnes: That's absolutely fair. I would like to say one thing here, that within the context of the vehicle within which we have to work we have a certain number of line items, we have to allocate money to those line items and at the beginning of the year we allocate them according to how we believe and plan that they are going to be spent. We do not create new line items every year, because the comparisons there, believe it or not, would create even more confusion than we've got right now.

In the community mental health centres, or the children's mental health centres, we had a 1978-79 printed estimate of \$55,284,000. We've included new money in \$55,284,000. We've included new money in the budget. There were the grants that were carried over from the previous year, of which we anticipate something like \$0.5 million being spent via the children's mental health centre route. I'll leave the contraction of it aside for one moment because I intend to come back to that. We have an inflation of five per cent, which is based on the net increase to the community mental health centres of \$2.6 million.

We included prevention in that line item of \$1.1 million, and \$0.25 million of francophone money, which once again we see possibly going through that route. This leaves us with a net \$56,547,000, which is significantly less than the five per cent they would have got.

I'd like now to explain the \$3.4 million contraction, if I could, how we're doing it and how it's working.

Mr. McClellan: By that you mean the money that's being cut out of children's mental health and transferred somewhere else?

Mr. Barnes: Exactly. There's a detailed list of the actual money that's coming out of the centres on the next sheet. We list first of all those centres from which it was decided the \$3.4 million should be contracted. As you can see in the second paragraph, this was calculated by flatlining, that is no inflation, no five per cent for 1978-80. This was apart

from Browndale and Beechgrove, which was in the process of being divested at that time and there were certain program changes going on. In fact we cut an additional \$1.1 million over the five per cent from Browndale and \$200,000 from Beechgrove.

That announcement as to the amount of money that would be cut was not made until the end of March or beginning of April, this financial year. We clearly recognized that no organization could be asked, at the drop of a hat, to suddenly reduce on a monthly basis the money in its budget. So we went to each of them and negotiated-and we're still negotiating in some instances, but nearly all of them have negotiated-a plan to phase down to a calendarized amount which would in total equal the \$3.4 million by the latter half of the year. For example, in Browndale they were spending at the 1978-79 rate until September. In October they're starting a phase-down whereby by January 1980 they will have achieved a calendarized \$1.5 million cut in their expenditures.

It is a cash flow situation which was done in the interest of showing that it was not a sudden axe, in-today, out-tomorrow situation, but that six months' work could be done on it.

Mr. McClellan: You're talking specifically about Browndale?

Mr. Barnes: I'm talking about all the children's mental health centres. In fact, leaving aside Browndale and Beechgrove, we get 2.5 per cent at the Blue Hills Academy, Madame Vanier, Ottawa, et cetera; they took the 2.5 per cent out of the second six months of the year. By the beginning of next year they will have achieved the total five per cent cut we were putting on them.

Mr. McClellan: I understand. Can you translate this cut into beds?

Judge Thomson: It's not possible at this point to estimate exactly what the number will be. We do know that it's something in excess of 60 beds and we think something under 90 beds in total. That will be reflected at the end of the year in terms of cut beds.

In some cases some of that money is going back to some of those centres to fund individual children; so bed closures are in a sense not taking place, because the child is being funded back in that centre; it's funding for an individual child rather than funding for the bed. Blue Hills is an example of that.

Mr. McClellan: Out of the whole group that you've listed there you're talking of something between 60 and 90 beds for 1979-80?

Judge Thomson: Yes, by the end of this year we're probably talking of that number of beds.

Mr. McClellan: Just for 1979; for calendar 1979 or for fiscal 1979-80?

Mr. Barnes: Till the end of 1979-80, let's say by April 1980.

Mr. McClellan: I'm confused, because some of these facilities have already had beds cut. How many at Windsor Western, the original children's centre?

Hon. Mr. Norton: Fourteen.

Mr. McClellan: Fourteen beds at Windsor Western. Is this simply the first instalment of their cuts? Can they expect the second instalment to come between now and the beginning of April?

Judge Thomson: I can speak to that, The 14 beds will be the total number of beds cut; we are now discussing what kind of funds will come out of that to allow them to go ahead with the home-care program. The number of dollars which those 14 beds represent is substantially in excess of the amount of money which we cut from them. The cut represents about \$90,000; the cost of those beds-between \$90 to over \$100 per day per bed-is substantially more than that. We are now discussing with them how much of that money they can then use to start a homesupport program. In terms of bed closures that's the total number of bed closures one would be talking about for Windsor Western,

Mr. McClellan: What does a negotiated planned phasedown mean? If the beds were cut first, as they were in the case of Windsor Western, the children are dislocated and then you subsequently come up with some kind of an alternative care program. I don't understand your terminology. Obviously you mean different things by negotiated planned phasedown.

Judge Thomson: In Windsor Western's case the decision was made back in April by Windsor Western to cut the beds at that point. In fact the dollars were there for them to phase down those cuts rather than do them suddenly, but they made the decision at that point to close the 14 beds. We're now in the process of discussing what goes in for other purposes.

Mr. Cooke: That's not wholly accurate, though. They were not aware in April, as I understand it, that the money was available to phase down. The phasedown then did take place; it was coincidence, as I under-

stand it, that the minister happened to be in town at the same time this controversy was going on. After we raised it in the Legislature, this so-called phasedown, or rather what amounted to a six-month delay in closing the 14 beds, is what occurred.

Hon. Mr. Norton: Mr. Chairman, I would like to remind the committee it was made clear at the time I first made the announcement that this would be the case.

Mr. McClellan: The same thing happened at Vanier; there were 30 beds that were chopped right out.

Hon. Mr. Norton: Yes, there were those two cases that I am familiar with, at Vanier and Windsor Western. The decision was taken by the board. I had indicated at the inception that our staff would be working with them to develop a plan. Before we had an opportunity for that meeting to take place both of those facilities made the decision, without consultation with the ministry, to close beds. It's true that subsequently, on an occasion I was visiting Windsor there was some further discussion of that. This was some time after the fact, though, they had made the decision to close the beds. But in both of those cases I want to assure you the decisions were not dictated by the ministry. They took place before the promised discussions between my staff and those facilities.

Mr. McClellan: That varies from what we were told by Windsor Western when we visited there earlier in the fall. They indicated they had sent you a series of letters with respect to trying to devise alternative care systems to take up the slack of the beds that were cut and that they had no reply from the ministry from a period between April and the Saturday previous to our visit, which was October 1.

Hon. Mr. Norton: I stand to be corrected if I am wrong, but it is my understanding that any correspondence we had from them was sent after they had already closed the beds.

Mr. McClellan: We will come back to that. I don't want to totally disrupt Peter's presentation.

Mr. Barnes: I would like to add one thing to that. That is, the closures of the beds are currently being negotiated. The two closures you are talking about do indicate significant reductions in light of the sums of money that were being cut from those institutions.

The total effect of flatlining Windsor Western over a full calendar year is \$90,000. They cut 14 beds and the 1978 per diem is something like \$96 per bed. If you take 14 into

\$90,000 and divide by a further 365 you end up with \$18.7 per bed, which makes you wonder why it was necessary to cut that many beds. This is why we are having negotiations with them as to whether or not there may not be extra money as a result of that cut to spend on other community programs and outreach programs from hospital.

It was in the light of these sorts of considerations that we wished to discuss in detail with the institutions exactly how they should

cut.

Mr. Cooke: Are you saying that the original plan of the ministry was not to close 14 beds and that you are saving more money than you wanted to?

[4:00]

Mr. Barnes: Our original plan was to let them know we were flatlining them by five per cent and to go and discuss with them over the following six months how they might achieve that saving. We were looking to bed closures in light of our intent to deinstitutionalize and move money from the back end into the front end. What happened to Windsor Western and Madame Vanier is that they heard this was happening and immediately announced bed cuts before they discussed it with us.

Mr. Cooke: When you say "flatlining" by five per cent—

Mr. Barnes: What I say is that we didn't give them the five per cent increase on their basic budget in the previous year.

I want to show some figures now, if I might, which indicate what we actually did. If we could stick with Windsor Western, for example you will see in this slide we only cut them by 50 per cent over the \$90,000. Windsor Western is third from the bottom. The amount of money they are not getting this year is \$49,600 as distinct from the \$90,000 which would be represented by not giving them the full five per cent. In effect, the impact of the cut is approximately six months. That period of time was to give us a chance to discuss the best way of doing it, the best way of phasing it in, and how, if more beds were closed, we might be able to develop alternative community programs.

The actual anticipated—and I underline "anticipated," some negotiation is still going on—the actual anticipated amount of the \$3.4 million we expect to see this year is about \$2,206,000 as we have counternegotiated it with the individual facilities. That's partly because we are taking the full amount out of Thistletown at one go—which is our own direct operating expenditure area. We

are getting a significant amount of money out of Browndale too.

They have closed 20 beds in North Bay, which was a long-standing sore as far as they were concerned, and 10 beds elsewhere; most of the rest of it has been achieved by administrative improvement.

Mr. McClellan: And Beechgrove? There's a big cut in Beechgrove.

Judge Thomson: The cut in Beechgrove actually represents a postponement of what would have been an increase in the adolescent service. They were going to increase the adolescent service by that number of dollars and that amount of service this year, and the instructions we gave were not to engage in that increase. That is where the money was saved, and it was saved at the

beginning of the year.

The \$2.2 million, being much less than the \$3.4 million, has an impact on our cash-flow situation. What that means is that the pace at which we can flow money into the new initiatives has to be balanced against the pace at which the money comes out of children's mental health. For example, prevention is one area where the pace at which that money can be spent on prevention has to relate to how quickly we can bring it out of the children's mental health area. We won't be able to spend the full prevention budget this year, because only \$2.2 million of the \$3.4 million is being achieved.

Mr. Cooke: In other words, you can't put the alternatives in place until you've cut, as they are doing in the Ministry of Health?

Mr. McClellan: To put it another way, there remains in Windsor no residential program for 12-year-old girls.

Mr. Barnes: Yes.

Mr. McClellan: So you're going to have to take some of the money you cut out of Windsor Western and devise some kind of residential treatment facility for that category of children for whom there is now no service at all.

Judge Thomson: I think there are four beds still, because they took the remaining unit, which was a 14-bed unit for boys, and divided it into 10 boys and four girls. So there still are four beds.

Mr. McClellan: What they told us was that there is no longer a residential treatment program for girls 12 years and under in their catchment area.

Mr. Cooke: It was Dr. Johnson who told us that,

Mr. McClellan: So again I remain bewildered. Mr. Barnes: Can I relieve that a little? We did meet last weekend with Mr. Wintermute, the chairman of the board; Dr. Johnson; and Mr. Pickard, the administrator. They have turned one of their lots of beds into a coeducational group of beds. Half of these are catering for girls 12 years and under.

If they had discussed this with us and taken the six months, it would have been possible to phase down and to phase up at the same time.

Mr. Cooke: They did phase down after the minister had discussed it with them. The beds didn't close till September.

Mr. Barnes: Yes, and we believe they have enough money to open up the home-care program. This is what the discussions are going on around.

Mr. Cooke: And that's why you're sending your financial consultant to look over their books, because they say they haven't saved any money at all.

Mr. Barnes: It just struck us that the amount of money they were saving for 14 beds wasn't as much as we might have thought it would be.

Hon. Mr. Norton: We want to find out what the difference is between \$18-and-something a day and the \$90-some a day in terms of the money they apparently have.

Mr. McClellan: Before we move off this slide, you're saying that the total amount of bed cuts out of the removal of 2,206.5 is in the range of 60 to 90?

Judge Thomson: Our best guess at this point is that somewhere in there are some programs like one of the Ottawa programs—I think it's the Ottawa-Carleton program—which has managed to save its dollars without closing any beds. Some, like Dellcrest, were in the midst of discussion as to whether that would be reflected in beds or in other kinds of changes in the program. It's impossible to come up with the total number, but we are satisfied it is at least somewhere between 50 to 60, and we don't know how much higher than that it will be.

Mr. McClellan: If it isn't higher, does that mean other programs will be cut?

Hon. Mr. Norton: Not necessarily. It may be realized, as I understand was the case with Browndale, through certain administrative efficiencies.

Mr. McClellan: When will we have a detailed inventory of either beds or programs that are affected by the removal of the 2,206.5? When do you anticipate being able to provide us with that?

Judge Thomson: My guess would be about another month or so before the negotiations are completed with all the mental health centres. Some of them are completed but I know some of them are still continuing, like Windsor Western-Dellcrest is another—and after that is completed, I think we can give you an exact total in terms of beds as well as how much came out of direct service and how much came out of indirect service.

Mr. McClellan: I will expect to receive that when it becomes available.

Mr. Barnes: The next slide is schedule II, developmental services. These are, of course, the mental retardation centres for which there are transfer payments—that is, they are privately run as distinct from being run by the government. I'm sorry; my mistake. I turned two at once. Child abuse is the next one. I don't know whether you want to spend time on that one. It just shows that, after inflation, we introduced another \$615,000 worth of funding into that particular area of the child abuse projects for the current financial year.

Mr. McClellan: I don't want to interrupt your presentation, but at some point I want to have an understanding about how an individual society gets any, or all, or some part, or none of the \$1.7 million available for child abuse programs, because I don't

think anybody knows.

Judge Thomson: We could give you a full breakdown of the \$1.7 million. A substantial portion of it is for staff supplementation within the children's aid societies; the rest of it is for demonstration grants and other projects, most of which involve children's aid societies. We can give you a full breakdown.

Mr. McClellan: Has this already been allocated?

Judge Thomson: Yes.

Mr. Barnes: Can I make one point around this? This, of course, is quite separate from the child abuse money being allocated as a result of the Garber task force.

Mr. McClellan: Yes. This has to do with increased responsibilities under the act, I would assume.

Mr. Barnes: No, these are demonstration projects which are part of the ongoing program that has been under the directorship of Dr. Herb Sohn for the last three or four years.

Mr. McClellan: Then the easiest thing would be to ask the ministry for a list of expenditures by project for this item.

Mr. Barnes: Yes.

Judge Thomson: That's in the book already.

Mr. McClellan: Fine; okay.

Mr. Barnes: I'm back to where I was now, which is schedule II, developmental services. Again, what we show here is last year's printed estimates of \$13.3 million. There is a reduction of \$723,000, some of which is due to money being transferred to community support and some of which is due to children going past the age of 18, becoming adults and staying in the same institute. George, do you want to say a few words on that?

Judge Thomson: What that means is that \$723,000 is all money transferred to the adult side to represent children who become 18, remain in the program and are dealt with through the adult side of the program.

Mr. McClellan: I want to come back to that. I put questions on the Order Paper with respect to programs for blind-deaf or deaf-blind children in schedule II facilities, a fairly detailed series of questions, because I have enormous concerns; the concerns have been raised publicly by Cyril Greenland with respect to programming in this category of child in schedule II facilities, but I will come back to that on Tuesday or Wednesday.

Mr. Barnes: The next slide deals with the Homes for Retarded Persons Act, and again shows the basic situation: \$1,469,000 in 1978-79, with annualization of 1978-79 of projects involving around 212 places of \$139,000. Those are places opened during 1978-79 but partway through, and the \$139,000 represents the annualized effect of those part-year openings.

Then there is inflation on both those figures, the \$1,469,000, and the \$139,000, and then new projects and enrichments to the tune of \$1.5 million for the current financial year, giving a total 1979-80 printed

estimate of \$3.2 million.

In the development area, the last slide relates to the community support, the Developmental Services Act, which relates to projects such as infant stimulation, parental support, et cetera: \$3.4 million printed estimate, \$1.2 million annualization part-year projects, inflation of \$238,000, and then this year's money is being split up in two groups enrichment of existing programs, expansions of four programs and some 38 new projects, giving a total of \$6.4 million for the entire program for this current financial year.

The last slide on the detailed items is the children's aid societies, and I would like to ask the forbearance of the committee on

this one. I am showing this one just to put it into the context of the current estimates, but I will be showing a lot of detailed slides on the societies as soon as we finish this round.

Basically, what it shows is that \$86 million was in the 1978-79 printed estimates, and that of course is money prior to the \$5.8 million supplementary, which brings us up to the \$91.8 million which we refer to separately.

Mr. McClellan: The blue book shows the 1978-79 printed estimates as \$87 million.

Mr. Barnes: It's child abuse again. I'm sorry about this, but it's just the way we have to assemble it. I am trying to break up the children's aid societies and child abuse to avoid that very confusion.

We had inflation of \$4.3 million on the \$86 million. We had a 1978-79 volume allowance, of which \$5.8 million was in recognition of the actual volume increases that were experienced in 1978 plus a \$3-million allowance for anticipated potential volume increases in 1979. Thus you have \$8.8 million.

Additionally, under that item we included the following new initiatives and new program money: \$250,000 francophone, which is what we hoped to flow through the children's aid societies and which I will refer to in more detail a little later on; \$2,081.000 on foster care, which I will refer to a little later on; almost \$2.4 million on Garber; and we show a subtraction of \$500,000 under rate review to bring us to the \$103,409,000. I will talk about that a little later on as well.

That represents money we hope to be able to contribute towards the total amount of money we wanted to spend in new initiatives, volume increases, et cetera, by sharpening up, if you like, on the costs we were spending on the large groups of group home organizations. It was for this reason that we had the rate freeze and the rate reviews that are currently taking place within the province. We can talk about that in more detail when we come to the children's aid societies.

Mr. Cooke: I am just wondering; the 1978-79 volume includes the amount you were talking about, the supplementary?

Mr. Barnes: It includes two figures for supplementary. What happens is that we don't know how much the extra volume is until the end of the year. Then we have to wait until we get the audited statements before we can actually go to the Management Board of Cabinet and finalize the sum of money, which means it comes in to us in the following year's estimates.

Mr. Cooke: And that's what brings up the total to the \$91 million?

Mr. Barnes: Exactly. Of that \$8.8 million, only \$5.8 million represents the 1978 volume increases; \$3 million represents money we put aside for this year's increases.

Mr. Cooke: I understand. [4:15]

Mr. Barnes: There are two more slides in this overall presentation, one of which is there to demonstrate where we spent money over and above just a straight five per cent; in other words, new initiatives, program priorities, work load and annualizations. I recognize that comes to \$23.4 million-I will reconcile that on the next slide-but I wanted to show you where we were spending money in this current financial year and where the areas of priority were within the division. Some of them are well known to you: advocacy; special placement for the hard-to-placechildren; child abuse, the \$600,000 increase we spoke about; Garber, \$2.4 million; and so on down the list.

The new initiatives are basically areas where, for the children's services division, we treated them as areas of new activity. We included the new program under MR within that, and we hope to be able to bring some extra emphasis to bear on getting all the money spent in the current year.

The next one is the program priorities which were identified mainly around the day nursery spaces where we had the 435 extra spaces we referred to earlier on. Then we have work load, which is the \$8.8 million I just referred to on the CAS, plus capital and, finally, the annualizations which are a recognition of the last year's startups in the two MR programs, which gives a total of \$23.4 million for those particular areas in terms of money beyond just the straight maintenance of existing programs, allowing for the five per cent increase.

The final slide shows how, given that we received more than \$14 million for inflation and we wanted to spend \$23 million on new programs, we're only getting \$30 million from the government, which was the 9.9 per cent. Clearly we had to find money from somewhere to meet those program initiatives and still undertake the five per cent increase that the government had said it would allow for growth. We did this by the contractions we show on the bottom half of the page here. The training schools and schedule I reductions total something like \$3.3 million, which represents our earnest in dealing with our own institutional problems as well as expecting the private agencies to do the same.

Then we have the \$3.4 million I have referred to in Canada Mortgage and Housing Corporation. \$0.1 million in children's institutions, \$0.7 in schedule II. The reduction in grants to municipalities was easy to make, because it represents the Holland decision children going directly through the municipalities and being paid at one time 100 per cent by them; but that's now coming down. Finally, there's the rate review which refers back to the children's aid society point I made earlier on.

If we take our printed \$298.2 million, add inflation, the new initiatives, program priorities, work load and annualization, then subtract the contractions we plan for, we come to the \$327.6 million,

Mr. McClellan: May I ask for the breakdown on the contractions section between training schools and schedule I facilities? I understand the training schools contractions, but I don't understand where you would be able to extract money out of the schedule I facilities at all.

Mr. Barnes: I will have to get that figure for you. Can I come back to you with it? I haven't got it here, I am afraid.

Mr. McClellan: Yes. I think the other is fairly clear.

Mr. Barnes: What we have done there is right in the file.

Mr. McClellan: The \$0.7 million from schedule II facilities doesn't represent a contraction on the basis of what was said a minute ago. That represents simply a transfer of expenditure from children's services division to the adult services division, unless it is a contraction.

Judge Thomson: That's true, except in the sense of children's services it's a loss of \$700,000 that would otherwise be there. It is moving over into the adult side. You're quite right that the money still remains within the ministry, but it's no longer within the children's services side. That's why it shows in our budget as a contraction.

Mr. McClellan: What is the total of the contractions?

Mr. Barnes: It comes to \$8.5 million.

Mr. McClellan: I thought I understood what you were talking about, but I don't.

Mr. Barnes: If you add \$4.5 million and \$23.4 million together, you will find we are asking for more money than we are going to be given.

Mr. McClellan: I understand that.

Mr. Barnes: If you subtract the contractions of \$8.5 million from the sum total of \$14.5

million and \$23.4 million, that brings us back to the \$29 million point something that we were given in total by the government which balances out to the \$327 million.

Mr. McClellan: But that doesn't help me to understand, for example, the \$5.7 million from schedule II which has been transferred from children's services to adult services. How does that help you?

Mr. Barnes: I'm not sure it was just a straight transfer.

Mr. McClellan: Obviously not. It couldn't have been if you have to use it to balance your accounts,

Mr. Barnes: I'd like to check on that if I could.

Mr. McClellan: You can't have it both ways. You can't take \$700,000 out of your division and spend it somewhere else and then say you are also spending it within the division.

Mr. Barnes: I think what we are trying to say is it does represent a contraction in the number of spaces available for children in the schedule II facilities. Some of them may be children who are actually moving out of the facilities; others of them may well be children who have become adult. But, as far as I know, we did not necessarily transfer that money over.

Mr. McClellan: I want to have a precise understanding of what is happening to that \$700,000 as well as understanding how much money was taken out of schedule I facilities and why, and what kind of programming that represented and what its impact will be on the schedule I facilities.

Mr. Barnes: What we have done there is we have taken our overall estimates and attempted to demonstrate how we are trying to reallocate funds within the children's services division, to allocate the new money we got and, most important of all, to demonstrate that the children's services division in total received well beyond the five per cent growth which was the government norm for the current financial year.

The second half of the presentation goes into the area of the children's aid societies. If you wish to, we can go straight into that

right now.

The first slide takes the 1978-79 base in terms of government expenditures on children's aid societies in the financial year 1978-79. It is a repeat of the figures with a little more detail of what we showed you earlier on, \$91.8 million, plus inflation, plus the \$3 million child-care volume that I explained. The reason we have 1978 up there is that in

effect we have in the course of this year allowed some hiring which took place against 1978 volume into this year to be included in the estimates.

When we look at the individual societies, I will explain that. Some of that money in effect has already been spent in recognition of some 1978 volume.

Mr. McClellan: The \$3 million child-care volume was for anticipated volume increase.

Mr. Barnes: Yes. We had \$5.8 million. It was \$8.8 million in total.

Mr. McClellan: Yes, \$5.8 million for actual.

Mr. Barnes: The \$5.8 million is gone for 1978. That leaves \$3 million for 1979. We have already reduced that \$0.8 million because of the late hiring which we allowed.

We have made the adjustment of the \$500,000 which gives a total of \$98.9 million, or a six per cent increase at this stage. Not all of that \$3 million has at this stage been allocated to the children's aid societies, because some of that effectively has to be flowed once we know what the supplementaries look like in final terms. But we do cash-flow money to children's aid societies as volume goes up, if they request it, so that they don't run into deficit problems. Some of them don't request it; some of them do.

In terms of new initiatives, we have \$0.3 million on training, \$1.8 million on staffing, legal and after-hours services, selective increases to trained foster parents for a total of \$2.4 million under Garber, or \$101.2 million in total at that stage. The \$2.4 million represents a further 2.6 per cent on the 1978-79 base.

Mr. McClellan: Is that money actually going to children's aid societies?

Mr. Barnes: Some of it is, yes. Can I come to that on the next slide and show you what is being flowed through the children's aid societies and what we are flowing directly ourselves, but which will go into children's aid societies bases in future years? I have a slide that shows that clearly.

The final portion is the foster care, which adds up to the \$2 million. Then we have the francophone money; despite the \$250,000 we spoke about earlier, it looks actually as if some \$200,000 will be flowed through children's aid societies. All of that gives us a total of \$103.4 million, or the 12.6 per cent over the 1978-79 printed actuals.

Mr. McClellan: I assume the media campaign, for example, is not being spent through the children's aid societies.

Mr. Barnes: No, it is not.

Mr. McClellan: Is there another slide that shows me the breakdown of the foster care money?

Mr. Barnes: Yes, there is; that is all on the next slide.

Mr. McClellan: Right.

Mr. Barnes: Flip over the page.

Mr. McClellan: Just before we flip over the page—well, I'll have to come back. I don't understand the relationship between this page and the August 3 letters, because the figures don't seem to be the same. Have I misunderstood something here? They do not appear to be the same. That is because they are not set out under the same set of categories. I'll come back to that. Maybe you could proceed.

Mr. Barnes: On the next page, this is where we move from 1979-80 actuals—it shouldn't be "estimates"; actually this column should be "actuals," fiscal year actuals. There is a mistake in the first column; it should read "ministry 1979-80 actuals,' not "estimates." It is in the estimates, but it is the actual expenditure by children's aid societies in the financial year 1979-80. Oh, I'm sorry; it's the base including 1978 volume. I'm sorry; I was misreading it myself, there.

If we could start at the top, what we try to do is to take three lots of columns to build up for the 1979-80 estimates, so that we've got the \$103.4 million to identify across the column what this means in terms of the calendar year actuals—we are dealing with a year that stops three months earlier than our own financial year—and then finally to look at the potential annual impact on the children's aid society budgets of the money that we are flowing via Garber, foster care and francophone.

If we run down that, the 1979-80 estimates showed \$91.8 million in actual expenditures in 1979-80, base—I'm sorry, in the financial year 1978-79. By December 1968, the actual expenditures were \$90.5 million.

Mr. Sweeney: I think you mean 1978.

Mr. Barnes: Did I say 1968? I meant to say 1978. You can see why I am having trouble, can't you? Let's try to make this movement across; let's start again—

Mr. Sweeney: This is why the children's aid societies are having problems.

Mr. Barnes: Not entirely. It may be because I am giving them the wrong years, of course. The actual expenditures in the financial year 1978-79, ended in March, were \$91.8 million. For the calendar year, which they were operating to, we are looking at \$90.5 million. We have to add in \$1.3 mil-

lion for the January to March inflation to give us the same base of \$91.8 million for our 1979-80 estimates as we had in the projected actuals for the last calendar year. What we are trying to do is arrive at a similar base. Okay?

If you move on from there-

Mr. Sweeney: Before you go on, when this whole issue was raised once before, the children's aid societies kept challenging the minister's figures because they said you were using some figures from the year before and some figures from the year after. Is this what you are trying to put together right now?

Mr. Barnes: Yes.

Mr. Sweeney: In one case you are operating on a fiscal year, April to March, and in the other case you are operating on a calendar year.

Mr. Barnes: I don't think you were here at the beginning, when I tried to explain exactly what we are trying to do.

Mr. Sweeney: All right; go ahead.

Mr. Barnes: I was saying that one of the complicated factors we had in this area was the fact that the children's aid societies do operate on a calendar year. Of course, in estimates we have to operate on the government's fiscal year. What I am trying to do is balance off the fiscal year of the government against the calendar year of the children's aid societies so that we have the same starting point in time, to try to understand how the money flows.

So that if you look at inflation at five per cent over a full year in 1979-80, \$4.5 million will be flowed to the children's aid societies for inflation. But in the calendar year, which they are operating to, in the remaining nine months, only \$3.2 million will be flowed on the basis that \$1.3 had already been flowed,

and allocated to the previous year.

Then you have the allowance for volume, which is \$3 million and \$3 million across the board. That obviously stays the same in terms of volume. I haven't included the \$500,000 across the board, because at this stage we honestly don't know whether we are going to realize it out of those exercises. We put it in; we may well still. If we don't, we will have to slow down in expenditures somewhere else; although it won't be in the children's aid socieies, because you can see the amount of money we are committed to spend.

If we then look at the new initiatives, \$300,000 for the training program is being flowed out by the ministry, and not through the children's aid societies in the current financial year. The reason for that is it was generally agreed, or we felt it was, that it would

be far simpler to develop centrally one training program than to dissipate \$300,000 amongst 50 societies and try to let them develop it without any proper support—or some of them, at any rate, not having proper support.

The after-hours service has \$1.8 million allocated for it, although \$1.1 million will be flowed in the nine months of the CAS calendar year, because we didn't start spending it until later on in the year. So by December of this year, we anticipate to have flowed \$1.1 million.

For selective increases to trained foster parents, we anticipate flowing the lot by the end of the calendar year.

If we move on to foster care, the increased payments for the food component of the boarding rate, which was the 14 per cent increase to foster parents, was backdated to April 1; so again only nine months of it will be flowed in the current calendar year, 1979.

The staff, co-ordinators and support, are the 50 staff we are asking the children's aid societies to recruit to help co-ordinate foster care. We have allowed \$600,000 for the financial year but expect only about \$100,000 of that to have been flowed in the current calendar year.

The item for special foster care refers to the regional co-ordinators that we are recruiting, one per region. We are recruiting them with the CASs, but we are paying them directly at this stage; so this will not be flowed through the CASs this year.

The \$500,000 media campaign we identified as being the best way of spending money during this current year to enhance the image of foster care and to correct some of the illussions about what foster children were like—the type of children that were taken into care—and to try to contribute towards reversing the rapid turnover of foster parents who expect to get a small pleasant child and end up with a fairly difficult 12-, 13- or 14-year-old.

Finally, we have the \$200,000 francophone item, of which \$100,000 will be flowed in all likelihood in the current calendar year. Now, what the third column is doing is saying, "Well, it is all very well for us to say that, but what are the CASs themselves going to see out of this?" What we have done is we he ve tried to make our most educated guess of what those sums of money are likely to annualize out to, in terms of expenditures by the children's aid societies in future years, at 1979 dollar values.

We would see the \$300,000 for the training program going into the CAS basis once

the training program has been developed by us. We anticipate that the \$1.8 million that we allowed for staffing, legal and after-hours service will be annualized to \$2 million in 1979 dollars, and that selective increases to the trained foster parents will be about \$500,000, at the current level of contribution to it.

In terms of foster care, the \$0.7 million will be realized in the full year. The cost of co-ordinators and support staff, annualized, comes to \$1.1 million. The media campaign, once it has been completed, would be distributed to the children's aid societies and into their base, giving us-and we worked this up quite separately, without trying to balance it to the \$103.4 million- a figure of \$103,300. Now that is our most educated guess at this moment in time of the annulized effects and the impact on future CAS budgets of the new initiative money, of which \$0.3 million, the Garber training program, is being flowed via ourselves; the next \$1.8 million and the \$0.3 million is being flowed via the children's aid societies.

In the next columns, the \$0.7 million and the \$0.6 million in foster care is being flowed via the children's aid societies this year. The \$0.2 million and the \$0.5 million is being flowed via this ministry, not by the children's aid societies, and the francophone is being flowed by the children's aid societies.

Judge Thomson: Perhaps I could just add one factor to complete that. If you'll note at the bottom it says this "does not include 1979 supplementary estimates for child-care volume." If you look up above, you see the \$3 million that has been set aside to anticipate the 1979 volume. Perhaps Peter can correct me, but my understanding is that about \$2 million of that has already been spent and there is about \$1 million of that left. Isn't that correct, Peter?

Mr. Barnes: What we have done in responding to the budgets submitted to us by the children's aid societies is we have taken the volume increases found at May 1 or May 31 of this year, and allowed for that in our responses. But not knowing what future increases were likely to be like, we did not put into their budgets any further increase. About \$1 million of that \$3 million accounts for volume increases, up to May 31, experienced by the children's aid societies. Some \$800,000 has gone into allowing for increased staff to meet some of the volume increases that were experienced in 1978, which leaves something like \$1.21 million for volume increases in the current financial year. There will be additional supplementaries beyond that.

Judge Thomson: Yes, that is the point I wanted to make. In fact, the number of children in care and the cost of those which will be reflected in supplementaries, will be slightly more than the \$1 million that is in that \$3-million figure at the top. Whatever that is, one would add that to the \$103 million at the bottom, or the 12.6 per cent, or the \$100 million or 10.6 per cent at the bottom of the actual budget. So that if that is, let's say, another \$3 million-and that is probably a reasonable estimate; at least it is not an excessive one-you are up to more like 14 or 15 per cent in terms of the fiscal year and up to 12 per cent or so with respect to the actual budget year when you add in the supplementaries for children's aid societies.

Mr. Sweeney: Given the confusion over the two fiscal years that we talked about before, why don't the children aid societies go on the same fiscal year as the government? God forbid I say the other way around and—

Mr. Barnes: Twenty per cent of the money is municipal. I believe it is something that has long been talked about but never resolved. The municipalities operate on a calendar year, and you are back to the old argument about the municipalities and the province and so on. It is caught up in that; it's the same thing. We would love it to be one fiscal year, I can assure you.

Mr. McClellan: I still remain confused around the relationship between this chart, this breakdown, and the breakdown in the August 3, 1979, letter to the children's aid societies. The August 3 letter sets out things in a different set of categories. So it is not particularly helpful to have the categories changed in this presentation. There remains precisely the same kind of confusion in my mind, as with anyone who is listening on the basis of previous communications from the ministry. Trying to understand the relationship between the first item in the August 3 letter which includes the base increase, as set out in the proposal letters of February, including the Garber initiatives for staffing legal and after-hours service. That only comes to \$96.8 million. Can you pick the pieces of that \$96.8 million out of

Mr. Barnes: If you give me some time, I will for you, yes. I would like to do that for you. I haven't got the August 3 letter in front of me right now.

Judge Thomson: I think the difference really is that we've taken what's in that \$96.8 million and shown it separated out by

the new initiatives and so on. When I sent the memo out in August, it was to try to explain the proposals we'd sent out to them already—which included the Garber money, for example—to show them where the \$96.8 million came from. They knew that had been assigned to them; we then tried to show them where the rest of it was.

Here we've tried to break that out so you can see each of those separately as well as the other items we separated out in our

August 3 letter.

Mr. McClellan: The problem there is that you're adding a chunk of initiative moneys into the base; so, when you claim that the base has gone up five per cent, it's not entirely accurate. If I understand correctly, \$1.8 million of that base increase is Garber's staffing, legal and after-hours.

Mr. Barnes: Which was being flowed through the children's aid societies.

Mr. McClellan: Sure. But it's not a five per cent increase on last year's base. If you deduct the child-abuse money, you don't get a five per cent increase. You get closer, as the Ontario Association of Children's Aid Societies has pointed out, to a 4.3 per cent increase.

Judge Thomson: The intention of this slide was to show exactly what we anticipated going out to children's aid societies within their budgets; that's the \$100.1 million, the 10.6 per cent. In addition to that, there will be whatever extra volume there is that we haven't allowed for; in other words, added children in care. That's the money that will be going out to children's aid societies this year in their supplementary budgets on the basis of added children in care.

Mr. Barnes: I think the best way to look at the middle column is to see that as the actual expenditure for 1979—without including the extra supplementaries that we don't know of yet—on which we will be basing next year's budget. In other words, the actual from which we will take next year's budget is that middle column, plus additional supplementaries.

Mr. McClellan: My point is simply this: It doesn't help the children's aid societies to receive an indication that they'll be receiving some kind of a flat percentage increase on their base. Probably that flat increase isn't a flat rate increase at all.

Mr. Barnes: What you're trying to say, if I understand you correctly, is that the children's aid societies didn't get a 12.7 per cent increase to their operating budgets for the previous financial year. They got five per cent, or something like that.

Mr. McClellan: I'm saying they actually got less than five per cent.

Mr. Barnes: I've got some breakouts from the total societies that'll show you what has been allocated.

Judge Thomson: May I just make this point? The five per cent is there at the top, the \$1.3 million for the first three months, and the \$3.2 million. That's the five per cent. The rest of it, the difference between the five per cent and the 10 per cent, will be going to children's aid societies this year.

Hon. Mr. Norton: And becoming part of the base for next year,

Mr. Sweeney: May I ask one question that follows through from what you said a minute ago? The \$100.1 million at the bottom of the second column will be up, next year, where you now have the \$91.8 million? That's going to be the new starting point, plus another \$0.6 million for supplementaries?

Mr. Barnes: Plus anything for supplementaries. I don't know what it is,

Mr. Sweeney: Let's say \$0.6 million for the sake of discussion—up where you now have \$91.8 million.

Hon. Mr. Norton: It will probably be more like \$3 million.

Mr. Barnes: It's going to be more like \$3 million to \$4 million.

Mr. Sweeney: Okay. Where you now have \$91.8 million, next year you're going to have \$103 million in that same spot?

Mr. Barnes: From \$103 million to \$104 million; plus possibly some of that money we will have to annualize in terms of annualizing the expenditures in the third column for starting legal and after-hours service. If a children's aid society took on some Garber staff, some child-abuse staff for three months of the year, we would recognize the annualized cost of those staff in next year's base. Some of that \$2 million will go into that base as well. We anticipate it being well over \$103 million, having taken into account supplementaries and the annualization of some of those figures.

[4:45]

What we're showing you there is the actual money we know will flow, to the best of our knowledge, through the children's aid societies this current calendar year—their financial year, in other words,

Mr. Sweeney: Their financial year?

Mr. Barnes: Yes, their financial year.

Mr. Sweeney: Five per cent is flat, eh?

Mr. Barnes: Yes.

Mr. Sweeney: Everybody gets it?

Mr. Barnes: No; sorry. It depends. I want to take you through some individual societies and show you. For example, if we have a society which has a smaller number of children coming into care, it will get a less than five per cent increase on last year's budget because it had fewer children to look after, if the number of children is falling. We do have some like that.

If, for example, a children's aid society had a large capital cost last year which was a once-off cost, we wouldn't give them five per cent on that or even that amount of money in

this financial year.

Mr. Sweeney: I'm talking about operating; not capital.

Mr. Barnes: Okay, five per cent on operating. Some of the societies got less than five per cent on their bases for the reasons I've just given: falling volume or nonrecurring capital costs, settlement costs.

Hon. Mr. Norton: Some got more.

Mr. Barnes: Some got more, yes. It depends on volume. It's a product of volume.

Mr. Sweeney: I realize we're getting into a bit of a delicate area here. Is there a one-for-one drop in funding with respect to volume? In other words, if they lose, say, five children, or the services required for five children, do they get five times some figure, whatever that figure is?

Mr. Barnes: It'll be five times a variety of figures. Let's assume they came out of foster care. It will be five times a smaller figure than if the volume was a decrease in outside paid institutions such as group homes, which are more expensive. It depends where the drop is.

Mr. Sweeney: Is the fact taken into consideration that they have to maintain certain staff at the central office regardless of whether they've got five more or five less?

Mr. Barnes: We normally only change on the basis of volume of mix.

Judge Thomson: What that means is they bill us the actual cost they're paying outside institutions to place children in care; not the children they keep in their own hands, but either foster care or group homes. If they place a child in an outside group home, we pay the actual cost, or the per diem, the daily cost for that group home. If it drops one child, it's the actual amount of that daily rate we take away. If it goes up one child, we give them exactly the amount equal to the daily rate. That's the thing that'll make that 10.6 per cent so far this year substantially more than that when we see the number of

children who have come into care for which they bill us at the end of the year when they know how many there were.

Mr. McClellan: At some point I would still like to have a reconciliation between this slide and the August 3 letter. As I look at it, I can start to piece some of the stuff together, but it still remains obscure. I don't want to hold us up on that point, though, because I think that's something that you can easily provide for me.

What I would like to move on to is an understanding of the distribution of this hotch potch.

Mr. Barnes: I don't think it's a hotch potch. It certainly wasn't one.

I'd just like to say one point about the August 3 letter, if I might. One of the problems we're dealing with is a moving feast for the whole time. At any particular time of the year we will have allocated so much money. We negotiate the whole time with children's aid societies, and that's something that can go up or down at any particular point in the year. At any particular time you say, "This is where we're at right now"; it's a snapshot picture that takes a sum of money out of the year, which happens to be the amount of money it probably was on August 2. We will reconcile that for you.

If we turn to the next slide, what I'm doing here now is looking at the 100 per cent figures so you'll get some feel for them for 1978. I do want to make an unreserved point here. If you look at the expenditures of children's aid societies from 1975 to 1978-and we haven't included 1979, since we don't know what they're going to be at this stage because of the unknown quantity around the supplementaries-you'll see in terms of the 100 per cent funding of the children's aid societies, which is our input plus the municipal input, there has been an increase in terms of the annual sums of money going in. You'll see that the total population of children up to 18 years of age has been falling in Ontario.

The only point we want to make here—and I think it's a point worth making—is that the expenditure on children in trouble per capita child population has gone up by 10.6 per cent 1976 over 1975, 11.78 per cent 1977 over 1976, and 15.54 per cent 1978 over 1977. There has been a significant increase per capita per child in the population on children in trouble via the children's aid societies over the last four years. That's the only point we want to make—just that there has been that significant increase when you combine the actual percentage increases

given to the children's aid societies with the falling child population.

Mr. McClellan: At the same time, to balance out the statistical picture, the number of children in care between the ages of 10 and 17 has been increasing steadily over the past four years as well.

Mr. Barnes: I agree.

Mr. McClellan: Everybody understands that is a much more difficult and costly population to treat.

Mr. Barnes: I have a slide to show on that as well. We can come to that. We also must recognize that bulge of 14- and 15-year-olds is one that's passing through the system right now—no question of it—and one that won't be with us in a few years' time. We're looking at the closing of classrooms or at empty classrooms—whatever you want to call it—in the education system in the elementary schools. That's going to be moving right up the ladder in the next few years, too.

Judge Thomson: The reason we wanted to put that slide up was to try to demonstrate some recognition of the very point you're making, that the older children are in care and that the demands for service have increased. When one looks at the per capita and percentage increases year by year—and I might say for 1979 I think we're looking at a percentage at least that high when you add in the added children in care—it does reflect some recognition of the very points you're making of the older child in care and the demands for service increasing in such areas as child abuse.

Mr. G. I. Miller: I just wondered if they're taking into consideration areas where the growth is changing—for example Haldimand-Norfolk, which has been basically rural and is changing to industrial—and there are added problems. Is that being taken into consideration when they assess that?

Mr. Barnes: In so far as they take more children into care, yes, that is taken into consideration; the extra money for the volume of children coming into care.

Mr. Sweeney: More kids, more money.

Mr. Barnes: Therefore, if they have more kids coming into care, they get more money to pay for those kids. If they put them into group homes or foster homes, they get the increase according to the rate times the number of children who come into care. That is the supplementary. That's the openended nature of the program.

Mr. McClellan: What is the relationship between this three-year expenditure trend and the slide in the five-year expenditure trend shown in the estimates book, which shows an increase for 1976-77 of 9.8 per cent, an increase for 1977-78 of 5.8 per cent, an increase for 1978-79 of 14.2 per cent—

Mr. Barnes: May I ask which page you're on?

Mr. McClellan: Page 111 of the blue book.

Mr. Barnes: That's the combination of the province's portion of the expenditure including child abuse.

Judge Thomson: It's also, I think, fiscal year to fiscal year.

Mr. Barnes: It's also fiscal year to fiscal year.

Judge Thomson: This is also the children's aid societies' financial year.

Mr. McClellan: It shows a less favourable expenditure trend.

Mr. Barnes: Yes, you have the child abuse built in there,

Mr. McClellan: I just draw that to the committee's attention.

Hon. Mr. Norton: But once again I think it's important to bear in mind that this is one of the constantly confusing factors. We're looking at two different fiscal years in those two sets of figures. I assure you we're not doing that to make the thing more complicated. It is that complicated, and we're presenting it to you to try to help sort it out.

Mr. McClellan: Please demonstrate you're not complicating it.

Mr. Sweeney: You knew that before you started.

Mr. Barnes: I can put up the next series of slides; perhaps you'd like to have a quick look through them. They take in all the various societies, and there are two slides that show that. I can only get them on one at a time. I don't know whether you can all read the small figures. Basically what they show across the top is what we call the allowable base.

It would be worth saying something about the budgeting process here. What happens is that, based on the previous year's actual expenditures, which include their supplementaries, we develop what we call an allowable base. We have already sent out instructions which indicate the amount of money that can be increased in percentage terms, in terms of each of the line items. The societies then make their requests in the light of the instructions. You will note that in this year many of them made their requests based on what they anticipated as being overall need. You can see the percentage increases requested by

many of the societies varied in total from a high of 46 per cent to a low of five per cent in one case.

The societies having sent in their proposals, we review them. Then in the light of the government growth policy, plus any guidelines that we have developed and volume increases, we send back our proposal, which is the middle column, saying, "1979 Ministry Proposal." Alongside that is the percentage increase over the allowable base, which is directly comparable with the percentage increase shown against the items that the CASs have requested against the allowable base.

Mr. Sweeney: One question before you go any further: The allowable base is the figure

you transmit to the society?

Mr. Barnes: Yes. We negotiate that base with them. There are still a couple of areas where there is disagreement as to what should be in that base for 1978. In most cases that base is agreed and is identified as the actual expenditures they had in 1978. So it is something that's negotiated with the societies.

Mr. Sweeney: Is that one of the reasons occasionally for the holdup in getting money to the societies?

Mr. Barnes: It is indeed. It has been one of the reasons for the holdup in developing the budget with the societies.

In terms of getting money to the societies, if they have volume increases, we will cash-flow them against those volume increases, even though we have not yet identified the final position.

Judge Thomson: Perhaps, Mr. Sweeney, to help illustrate the point I think you are making; one of the things that slows it up is that each year now the supplementary budgets are much higher. Until you know what the supplementary budget is for, the added children in care the previous year, you don't know what base you're starting from so that you can then say what this year's budget is.

It took a number of months to come up with what the supplementaries are and therefore what budget base they start from so we could then allocate this year's dollars. It does delay the budgeting process considerably.

Mr. Sweeney: Excuse me, but that first figure base is the previous calendar year?

Hon. Mr. Norton: Which includes the supplementaries.

Mr. Sweeney: The supplementaries you have paid as of the end of the calendar year, I assume?

Judge Thomson: No.

Mr. Sweeney: Oh, you don't.

Judge Thomson: We can't pay the supplementaries until we get an audited statement of what the expenses were. It's into the next calendar year that one settles those.

Mr. Sweeney: The reason I raised the question with that first column is I've go so many questions raised to me about it.

Mr. Barnes: That's a good point.

Mr. Sweeney: It seems to trigger all kinds of other conflicts.

Mr. Barnes: What happens is this: In terms of the whole year you reach a peak of children coming into care in May. For whatever reason, be it people on holiday, kids away from school and not being identified, the figure of children getting into care falls off in August. Every year this repeats, and then it comes back up again in October, November and December, where we have the high. We get a lot of children coming into care in October, November and December of each year. We don't know the number of children who have come into care in October yet. We'll be getting that in the next few weeks as we get the returns in from the societies.

If they show that they have a lot more children coming into care we will flow them money to cover the costs of that. Being public money, we have to get audited statements that the money was actually spent on those items before we can fix it in their base and treat it as a permanent agreed sum of money on which we will base future flows of cash to the societies. That's the problem. We don't get the audited statements till March, April, or May of the following year.

Sometimes we have to negotiate what has happened there and, because the records aren't always entirely clear, quite frequently we have to send in people to help the societies work it out. It's a complicated process; there's no getting away from it. It does cause delays.

[5:00]

Mr. Sweeney: In other words, it could take you significantly into 1979 before you finally identified what the 1978 base is.

Mr. Barnes: Right on. That's why we're still talking about 1979 budgets right now.

Mr. Sweeney: There's got to be an easier way.

Mr. Barnes: We're looking.

Hon, Mr. Norton: We think we have one for next year.

Mr. Sweeney: That's ridiculous. I understand what you're doing and why you're doing it. I'm just saying there's got to be another way to do it.

Mr. McClellan: How many societies have gone in for review? What's the latest count?

Mr. Barnes: Eight municipalities have requested a review against society budgets, and we're anticipating at this moment to find something like 18 or 19 societies who will be requesting reviews themselves. Eight municipalities have requested reviews, in that they say the societies' budgets were too high. There are something like 18 municipalities we anticipate going to the full review process at this moment in time, based on latest discussions with them.

Mr. McClellan: Let me just switch to the minister for a second and then we'll come back to you, Mr. Barnes, if I could have the minister's attention.

The cost last year for three child welfare reviews shown on page eight of the blue book was \$152,500. That averages out to almost \$40,000 per review. We're talking now about 27 reviews this year. Is that going to cost \$40,000 times 27?

Hon. Mr. Norton: It's very difficult to predict at this point what the actual costs will be. The necessity of seeing that process through with some of the societies is reflected if you look down the column indicating the percentage increases requested.

I cannot in any way impute motives, but it's my understanding-in fact, I believe it was said publicly earlier in the year-that some of the societies had chosen not to attempt to adhere to guidelines but rather to submit budgets which they felt reflected optimum levels of funding which resulted in the kinds of increased requests we simply were not in a position to meet. I think they understood that at the time they submitted the budgets. In order to try to arrive at the most equitable decision in each case, if negotiations were not successful, the only alternative left was to put the matter before a tripartite review board. A couple of reports we have received from those boards so far indicate that, in those two cases at least, we probably chose the right course.

I would just point out—and not for the sake of controversy—that for one of the two we received the tripartite board has recommended less than we were offering to the society.

Mr. McClellan: Wonderful. There are still 10—leaving aside the issue of the \$1 million for the review process—

Hon. Mr. Norton: It's always very easy to bat figures around. I want to make it clear that I have no reason to believe that the costs on this basis will be precisely the same as they were last year for many fewer agencies. I don't know what the costs will be.

Mr. McClellan: You get a discount for volume, do you?

Hon. Mr. Norton: We haven't started tendering in the process yet.

Mr. McClellan: A lawyer's field day. I suppose this is your contribution to job creation. What is the explanation for the relatively large number of societies whose base budget allocation increase is below five per cent? My figures may be out of date. I assume that these are the most up-to-date figures you have, and in all cases they don't jibe with figures I was given from, I guess, the end of September.

Mr. Barnes: May I interject a couple of small points, and then I think we can get into those societies you're most interested in and talk about them?

Having moved on from the first column showing percentage increases, the ministry entered into some significant negotiations with societies which had taken on staff before February 1. The February 1 guidelines—I'll show a slide on that—did limit the number of staff that could be increased in the societies. A number of societies took on staff, prior to those guidelines, in all justification.

Mr. McClellan: Prior to the February 1 guidelines?

Mr. Barnes: Prior to the February 1 guidelines getting out, right. We felt, in all honesty, that we had to allow them the cost of those staff (a) to avoid layoffs and (b) because they did it in all fairness under the rules that existed at that moment in time.

Secondly, there were a very few societies which had taken some quite excellent action in moving children out of paid institutional care and into foster care. The effect of moving children out of paid institutional care means that the cost per diem of that child in paid institutional care is lost to the society. It's \$40 a day; we pay them \$40 a day for the costs they actually incur. If the child is in foster care at an average of \$10 a day, let us say for sake of argument, they get \$10 a day for that child in foster care. If they take a child out of institutional care and put him into foster care, they effectively lose \$30 a day.

A number of societies have tried creatively to move children back into the community and into foster care. We have allowed them the savings they experienced by moving those children, but where their volumes have stayed constant, by letting them keep that money as an incentive towards this sort of move which fits entirely within our objectives.

The column headed "Late Hiring and Alternate Care" represents our understanding

of those societies which did that in terms of recruiting workers or moving children. We have allowed them those sums of money that are shown there. The next column therefore is the revised ministry proposal, and the final column is the revised percentage increase.

In the next slide you will see that, in total, that means at this stage the average percentage increase for children that we have offered the children's aid societies is now 7.96 per cent. That does include some Garber workers. That does include volume up to May 31 as it has been identified, and it does include the late hiring and alternate care costs, but those are recognized as permanent and part of their base. At this moment in time the average increase is 7.96 per cent.

There are a number of societies which are still getting less than five per cent. There are a number of societies which have requested significantly more than that. In the package I've given you, I have prepared a number of slides which show—the next lot of slides just break it up—those in excess of 30 and those in excess of 20. I won't bore you with those.

Mr. McClellan: The figure I had received earlier in the year, based on the most up-to-date information of the Ontario Association of Children's Aid Societies, was an average increase of 6.9 per cent.

Mr. Barnes: That's right.

Mr. McClellan: I'm pleased to see that the average is now 7.96 per cent. What I don't understand—I remain totally perplexed—is that your increase allocation is 12.6 per cent. I don't understand. The average increase ought to be closer to 12.6 per cent than to five per cent.

Mr. Barnes: All right; may I try to explain that to you? What we are doing is basing our negotiations with the children's aid societies on what we know each one of them will be spending at this moment of time. Further sums of money will be flowed to them over and above this as we reach agreement on all the foster care areas.

We're trying to plan this. We're not just dishing the money out willy-nilly. We are trying to plan with the societies how to handle the foster care, flowing money to them from the time they take on a foster care co-ordinator, for example. We're flowing them the money from the time they take on the Garber workers. We're flowing that money in all the time.

What these figures represent are last year's base, plus volume increase, plus five per cent of that, plus the Garber. It doesn't represent anything else at this moment other than the volume increase experienced up to May 31.

Mr. McClellan: Could you give me the components again, slowly, so I can write them down?

Mr. Barnes: Okay. From last year's calendar year, in terms of the government actuals, we've got \$91.8 million.

Mr. McClellan: No. Just repeat what you said so that I can write it down.

Mr. Barnes: Last year's actuals plus volume increases experienced last year plus five per cent. Then we have added to that any volume increases they have experienced between January and May of this year, subtracted volume decreases that may have been experienced. When I said "plus five per cent" earlier on, that varies from society to society. I am giving you the generic picture at this moment. The five per cent will vary from society to society.

Having added on that, we've added on the Garber worker elements, the staffing Garber element of it.

Mr. Sweeney: When you refer to the Garber, you are talking of the child abuse component, are you?

Mr. Barnes: Yes, that is the Garber task force child abuse component.

Mr. Sweeney: You are not using that word in any other sense?

Mr. Barnes: Not in any other sense whatsoever, no.

Mr. Sweeney. All right.

Mr. Barnes: I'm sorry. It is local vernacular. I apologize.

Mr. Sweeney: All right. I just wanted to be sure that we are both talking the same language.

Hon. Mr. Norton: But that does not include all the child abuse money.

Mr. Barnes: No, it doesn't. It is just the staffing element of it at this stage.

Mr. Sweeney: Child-abuse staffing.

Mr. Barnes: Yes. Just the Garber staffing. For the rest of the new initiatives, we had not included any of that in the budget responses at this stage. We are flowing that money separately but as part of the base, and it will be included in their bases for next year.

Mr. McClellan: For next year?

Mr. Barnes: This year is the base for next year's budget. Okay? So the remainder of that 12.6 per cent has still to be flowed or is in the process of being flowed is being treated separately from the actual budget at this stage because (1) it is new initiative money; (2) it is planned out separately and (3) some of it we are paying for 100 per cent this year.

not only 80 per cent because we brought it in partway through the year.

Mr. McClellan: What does that mean in dollar terms? How much money is yet to be announced?

Mr. Barnes: I need to go back to that.

Mr. Sweeney: Will you go back to the second slide and respond to Ross's question from that point of view?

Mr. Barnes: Yes. We'll just put the second slide up.

Mr. Sweeney: That really is what we are comparing: what you've got at the bottom of the last page you gave us, plus what you've got on the second slide.

Mr. Barnes: Yes.

Mr. Sweeney: What of that is included in the 7.9 per cent?

Mr. Barnes: Included in the 7.9 per cent, in rough figures, is \$91.8 million plus the \$3.2 million plus about \$2 million of the \$3 million plus some portion—and I am not sure what portion—of the \$1.1 million. That is what will be flowed by December. I am not sure how much of that is in the budget, but I think a significant amount of it is, and probably all of it.

Mr. Sweeney: Hold on for a minute. The figure you have on the first column is \$1.8 million.

Mr. Barnes: Yes.

Mr. Sweeney: The figure you have in the second column, \$1.1 million, is already a percentage of the \$1.8 million.

Mr. Barnes: Yes. But that is the financial-calendar year problem we are back to again. Okay?

Mr. Sweeney: Right.

Mr. Barnes: The \$1.8 million represents what the government will have flowed in its financial year.

Mr. Sweeney: I've got it.

Mr. Barnes: The \$1.1 million represents what will have been flowed in this calendar year.

Mr. Sweeney: All right. But how can you then go further again and say you are going to take a further percentage of the \$1.1 million, since the \$1.1 million itself is already a percentage?

Mr. Barnes: I am saying I am not sure how much of that \$1.1 million has been recognized in the budget. Most, if not all of it, has been recognized. It just depends. If every society has indicated it wants, and has taken on, an extra child abuse worker, one, two or whatever child abuse workers were allowed to it.

Mr. Sweeney: So the \$1.1 million is based on certain assumptions having taken place?

Mr. Barnes: Yes. It is based on part-year employment of child-abuse workers where these have been taken on by the children's aid societies.

Mr. Sweeney: And if there are one or more societies that don't take anybody on-

Mr. Barnes: We haven't indicated it yet. It may not be recognized in the budget at this stage. But I think all of it has been. I am pretty sure it all has been.

Mr. Sweeney: Okay. I understand what you are saying.

Mr. Barnes: Okay. Now if we look down to the foster care, we have got the \$0.5 million. That will have been flowed into that, but none of the foster care is included in the budget. So it is the \$91.8 million, the \$3.2 million, \$2 million of the \$3 million, for sake of simplicity, let us say all of the \$1.1 million; I don't think any of the \$0.3 million at this stage—I am not sure of that; I can check on that—and none of the foster care has been included in their budgets.

Mr. McClellan: So that represents the 7.9 per cent?

Mr. Barnes: Yes.

Mr. McClellan: Right. How are you intending to handle the remainder, and why is it being handled separately?

[5:15]

Mr. Barnes: Let us take the increased payments regarding the food component of the boarding rate. We're handling that separately and not as part of their budget, because under the act if it goes into their budget it has to be 80-20 cost-shared money this year. We decided, I think correctly, that because we announced halfway through the year where we wanted to recognize that portion, it wasn't fair to go back to the municipalities at this stage of the year with yet another type of supplementary. Therefore, we treated that as 100 per cent government money; not 80-20. We are flowing it separately under contract with the individual CASs; so it won't be subject to the 80-20 ruling. But we will include that money flowed to them for that purpose in their base for the calculations of next year's budget.

Mr. McClellan: Would that come automatically, or how and when will it come?

Mr. Barnes: When we negotiate next year's budget.

Mr. McClellan: No. The money.

Mr. Barnes: The money? The money has already been contracted with them, and it is being flowed to the societies now, separately and aside from the budgets.

Mr. McClellan: So it doesn't show up in any of the budget figures.

Mr. Barnes: No. We can't. Under the Child Welfare Act regulations, if we showed it up in the budget figure it is automatically 80-20 funding.

Mr. McClellan: How much money does that represent?

Mr. Barnes: It is all the child-care money we anticipate flowing this year; so that is \$500,000 for the increased food component and \$100,000 for coordinators and support staff. That is in this calendar year. There is also the \$100,000 francophone item.

Mr. McClellan: Yes. That is not going to account for the difference between 7.9 and 12.9 per cent.

Mr. Barnes: I agree with that,

Judge Thomson: The other main area is the area of volume, up above.

Mr. Barnes: Yes.

Judge Thomson: Only part of that \$3.3 million has been spent. In fact there will be at least another \$1 million spent out of that and probably another couple of million dollars in addition to that that will come out through the supplementaries. That is what gets you up to the 10 and even above that.

Mr. McClellan: But the societies won't know until they are in a deficit position how much they are going to get by way of supplementaries to cover actual volume increases.

Mr. Barnes: Let's just talk about the deficit position for a second which I think is the point you are making there. If a society finds itself in a deficit position because there has been a sudden increase in children coming into care, we will cash-flow against those figures. They submit monthly figures. They can submit the first part of the form to us and we will cash-flow the money to them. There is no real need for societies to be in a deficit position purely because of volume. A society could get into trouble because it is paying rates in excess of what we say we are prepared to pay. It could be in trouble if it hired many more staff than we said we would be prepared to pay, but with volume alone, there is no reason for a society to be in a deficit position. We will cash-flow the money.

Mr. McClellan: Do I understand that out of the 12.6 per cent, 7.9 is accounted for?

Mr. Barnes: Yes.

Mr. McClellan: The remaining 5.7 will consist of the foster-care rate increases, the staff support, and the actual volume increases through supplementary estimates.

Mr. Barnes: That is right. I do want to make one additional point so we have this quite clear. As I said earlier on, some of the money we are flowing directly ourselves in the areas of training, for example, and the \$500,000 on the media campaign. We felt that was best done centrally rather than being dissipated around the societies. But next year that money will be in the society's base because we will not be spending that money ourselves this year. The training will be complete, the media campaign will have been prepared, and the societies will have that money in their base. Yes, there are some areas where we are flowing it on their behalf, if you want to put it that way, but I don't want to sound patronizing. It just seemed the most effective way of doing it halfway through the year.

Mr. McClellan: One way of saying it is you are spending it on their behalf; another way of saying it is you are spending it on yourself.

Mr. Barnes: I don't see it that way because we are spending it on CASs and children who are CAS wards, nobody else. I wouldn't say on ourselves, I would say on training-school wards. They are our parental responsibility. I don't agree with that. It is on CAS wards and aimed at CAS wards.

Mr. McClellan: Well, \$500,000 is the media campaign.

Mr. Barnes: Yes.

Mr. McClellan: Item four of the August 3 letter. What is the total of what is called here "ministry initiatives to be funded directly to the children's services division"? Is it \$1.3 million?

Mr. Barnes: It is the 0.3 of the training program.

Mr. McClellan: Yes?

Mr. Barnes: The 0.2 special foster care.

Mr. McClellan: Yes.

Mr. Barnes: And the 0.5 media campaign.

Mr. McClellan: Right. That is all I could add up too, but I don't understand where—

Mr. Barnes: That is \$1 million?

Mr. McClellan: Yes. There is another \$300,000 somewhere.

Mr. Barnes: That may be the selective reflected increase to train foster parents that we have now decided to flow through the CAS's. I don't know; I'd have to check that for you.

Mr. McClellan: All right,

Mr. Barnes: There may have been a change in decision on that \$300,000. I would have to check that back.

Mr. McClellan: Again, just to get the time lines right, the societies are already receiving the increased payments for the food component of the boarding rate?

Mr. Barnes: Yes. For the foster care, yes.

Mr. McClellan: For the foster care?

Mr. Barnes: Yes.

Mr. McClellan: And they will receive the volume—

Mr. Barnes: Yes.

Mr. McClellan: What do you call that? The volume increase?

Mr. Barnes: The volume increase.

Mr. McClellan: When?

Mr. Barnes: In terms of cash flow against actual expenditures as they are sent in and audited, today; in terms of being recognized finally in their base, once we have an audited statement that verifies that money was spent on those children in the particular areas.

Mr. Sweeney: I want to clarify one point; excuse me, Judge Thomson. What I think I heard you say with respect to society deficits was that with respect to volume increase there cannot be a deficit—

Mr. Barnes: There need not be a deficit, if a society asks us to cash-flow. But we do wait for the society to ask us. A society has to come to us and say: "We have more children going into care than we projected and than you allowed us for in your budgets. We need cash-flow help on that, otherwise we have to go to the bank, that means interest charges and that is in nobody's interest." And we cash-flow them, for volume.

Mr. Sweeney: All right. Let me put the question in a slightly different way.

Mr. Barnes: Yes.

Mr. Sweeney: As far as you are concerned, "you" meaning the ministry, if a society does get into a deficit situation, that is because they are paying rates above and beyond what you have said they should.

Mr. Barnes: Yes.

Mr. Sweeney: They have hired staff above and beyond what you say they should?

Mr. Barnes: Yes.

Mr. Sweeney: Or some other such decision on the basis of the society?

Mr. Barnes: Or they have had volume increases and have not come and asked us for cash flow for it and that has happened.

Mr. Sweeney: Which is unnecessary from your point of view?

Mr. Barnes: Which from our point of view it is quite unnecessary.

Mr. Sweeney: But as far as the first two that I described, that is a decision of the local society—

Mr. Barnes: That's right.

Mr. Sweeney: -above and beyond what your guidelines would say.

Mr. Barnes: Absolutely. Absolutely.

Mr. Sweeney: There is no other reason for a deficit as far as you are concerned?

Mr. Barnes: No. I mean there may be other areas of expenditure. They may decide to build a—I'm not saying anybody has—but they may decide to go and build a \$1 million building.

Mr. Sweeney: Oh, no, no.

Mr. Barnes: But I mean in straightforward operating budgets—

Mr. Sweeney: I am only talking about operating.

Mr. Barnes: Yes.

Mr. Sweeney: I realize this is a political question, but I would gather the societies' response to that would be, "We have done what we believe we should do even though you don't agree with it."

Mr. Barnes: Yes.

Mr. Sweeney: Is there some other way of describing that?

Mr. Barnes: If I may apolitically answer your political question—

Mr. Sweeney: I use the word "political" because I don't want you to give a political answer.

Mr. Barnes: No. I want to try to give you a fair answer. I think the societies' response to that is illustrated by some of the increases they request in terms of what they call needsbased budgets. Some societies came in with 30-per-cent-plus increases, That is not what they were going to spend, That is not what they have actually spent. It was an indication of what they felt they ought to be spending if they were going to look after the children properly in their respective districts.

Mr. Sweeney: What it boils down to then is a fundamental difference between what the society believes its role is and what the ministry believes its role is. I am not trying to put words into your mouth. That is the way I interpret it.

Mr. Barnes: Let me not answer that in quite that form.

Mr. Sweeney: That doesn't mean either one is right or wrong, I am not putting it that way. Is that what accounts for it?

Mr. Barnes: I wouldn't say "role." I would say a lot of them are saying they need more than the sums of money we have given them.

Mr. Sweeney: Yes, but obviously-let's return to one of the other guys.

Mr. Barnes: Yes, I think we should.

Mr. Sweeney: Yes, I appreciate that. I shouldn't have even asked you that question.

Judge Thomson: I was going to say that I think your point is correct. It is their interpretation of role and then how they would translate that into terms of needs regarding staffing rates, salaries and so on, and services. So their translation of their definition of role into needs around services, staffing, salary levels and so on accounts for the difference as opposed to what we are suggesting.

Mr. Sweeney: Okay. Let me put it slightly differently. At those points where the ministry and the society agree on what needs to be done and what it takes to do it, there is no possibility of a society ending up in a deficit situation. Agreed?

Mr. Barnes: I would agree with that.

Mr. Sweeney: Again, don't let me put them there, but that is the way I understand what is being said.

Hon. Mr. Norton: If there were complete agreement, that would be the case. But there are circumstances where, for example, maybe in the area of salary negotiations, the societies would settle at something substantially higher than we were in a position to pay to them for salaries.

Mr. Sweeney: No, no. Let me go back, Mr. Minister. What I think I said was: where there is agreement on what needs to be done and where there is agreement on how it is to be done, including the rates you are going to pay to provide a certain unit of service, it would not be possible for a society to go into a deficit situation.

Hon. Mr. Norton: It should not be. I don't believe it would be.

Mr. Sweeney: So if they are in a deficit situation they either (a) believe they should be doing something different from what you believe they should be doing, or (b) they have paid a unit cost for providing that service higher than what you believe they should be paid. Is that correct?

Hon. Mr. Norton: Yes, I believe so. Also in some instances, in fact, in most instances that I am familiar with, as far as individual societies are concerned where the issue of deficit has been raised, it has been related also to the points Mr. Barnes touched upon in terms of maybe volume increase, in which case we can adjust for that. Or in some instances it may have been for some societies a situation where they took on additional staff towards the end of last year and there was a problem in the rollover costs of those staff and we have made the adjustments for that. But if in the course of this fiscal year they took on additional staff without that prior understanding, then it may in fact be in a deficit situation. In those cases we are trying to assist them to work their way out of it.

Mr. Sweeney: Okay.

Mr. McClellan: Just maybe one more question before you start through again. What accounts for the fact that as of the end of September the latest information that I had, and I believe it was accurate as of the end of September, was that there were 10 societies with increases below five per cent and that situation was obviously encouraged, but that there are at this point in time substantially smaller numbers of societies—

Mr. Barnes: Under 10; nine I think we have.

Mr. McClellan: I am talking about the ministry's latest proposal. So how many societies at this point are at or below five per cent?

Mr. Barnes: Under the original proposal there were 14 with less than five.

Mr. Sweeney: Under your final column, five or six?

Mr. Barnes: Yes. Now there are only five or six.

Mr. Sweeney: Right.

Mr. McClellan: What accounts for that change?

Mr. Barnes: What accounts for that change is the late hiring rollover that I talked about that we allow and those societies which move children out of institutional care and into foster care but still maintain the same number of children in care.

Mr. McClellan: And when was that offer made?

Mr. Barnes: We started talking to the societies about their problems in September some time. What we had done up to that point was negotiate with them within the context of the guidelines. Then I and some of the senior members of the staff within the division met with each of the societies. I have met with some 25 of them so far. I wanted to meet them all and discuss these great problems and ascertain just where it stood and understand it for myself. As a result of that, we made a recommendation to the minister

around this issue and he agreed that this should take place. It must have been some three or four weeks ago that the minister approved our recommendation in this area. [5:30]

Mr. McClellan: You've been receiving these submissions since some time after February 1979.

Mr. Barnes: We received the budget submissions from the children's aid societies during July and we sent out our own responses to those in August, at which point they had 30 days in which to respond. It became apparent at that time as we started checking into the numbers with them and going over them again that there were these two areas which appeared to be unfair, to put it bluntly. As a result of that, I and my senior staff reviewed with them and made the specific recommendation to the minister.

Mr. McClellan: When you responded formally with your counter-proposals to their initial proposals in August, why did you assume that, for example, some 10 societies could survive on an increase of under five per cent and other societies could sustain an absolute decrease? I gather Hastings still has a 2.37 decrease.

Mr. Barnes: Once again, the basic reason one society may get more than five per cent and another society get less than five per cent, boils down to an increase or decrease in volume up till May. In other words, if their volume has fallen off they may well get less money because they have fewer children in their care. If their volume has increased they may well get over and above the five per cent because they have more children going into care. There may be nonrecurring items in their 1978 costs that could account for a situation arising where they got less than the five per cent.

The further two areas are that in order to try to bring, even if only marginally, some equity into the very broad differences that exist in rates of pay and foster parents' pay in the children's aid societies, instead of giving a flat five to everybody, this year we offered four, five or six per cent on salaries, and four, five or six on foster parents' payments depending on where they stood in terms of the average payments to foster parents or where they stood in terms of average salaries. Those all contribute to a greater or lesser degree.

The other thing is that with some of the very small societies with a budget of \$200,-000, if we gave them a Garber worker, for example, it would make a significant difference to a fairly small budget because \$20,000

on \$200,000, of course, would be a lot of money.

Mr. McClellan: I guess I don't understand the rationale. Again I'll try to use perhaps a more dramatic example. The Niagara region society, which asked for an increase of 8.55 got a reply from you offering 3.61. They were in the process of negotiations with their employees. The management made the stupefying offer to their employees that they could take a five per cent wage cut in order to balance the books.

You've come back since, I don't know when, but we have a strike in the Niagara region society. As of Tuesday midnight of last week, the latest offer I understand from management was for a removal of the cost-of-living increase, an absolute freeze in salary for the first year of a two-year contract, and a four per cent increase in the second year.

Surely you must understand that the kinds of responses you make to the budgeting process this late into their budget year exacerbates—I'm not addressing you particularly, Peter, as much as the minister—labour-management relations. It makes it enormously difficult, if not impossible, for CAS boards which may or may not have very much sophistication with respect to collective bargaining to work these kinds of problems out.

I remain absolutely uncomprehending as to why you, frankly, play this kind of budget game with societies and try to knock their initial proposals down through the basement.

Hon, Mr. Norton: Obviously the purpose of the budget process is not to try to knock the society's budget through the basement or to the basement or whatever the expression was. I think we all recognize the present budget procedure leaves much to be desired. We had hoped to make significant strides this year, but by virtue of the delays in knowing our final allocation with which we were faced as a ministry, as were all ministries, that delayed the process somewhat this year.

When we looked at the allocation in the first instance, in trying to assess what we could do with the money that was available—and this is upon the initial review of the budget—we felt early in the year we were not in a position to reflect in our allocations the requests for the staff increases for which there were requests in terms of rollover costs.

As it became evident that that was a particularly difficult problem for some of the societies, and also bearing in mind the lateness with which we were able to give them the guidelines with which we had to operate, and also in view of the experience somewhat later in the year in terms of expenditures, it was at that point I determined, in fairness to the societies, that those who had made the staffing decision prior to receipt of the guidelines were in a particularly difficult position, in part because of the delays that were, if not specifically the ministry's responsibility, certainly the government's, in terms of getting out word as to the allocations and guidelines, albeit it was somewhat later in the year, but with the knowledge that was then available we determined we could assist those societies that had made the decisions prior to receiving the guidelines.

We are not able to do the same for those who, after receipt of the guidelines, took staffing decisions that we could not reflect in the budget, but we have tried to assist even those in terms of cash flow so that they could make the necessary adjustments during the course of this fiscal year to come

within their budget allocations.

It has not been an easy year for the societies or for the ministry in this process, but I think the decisions we have taken have been taken in good faith in the interests of trying to assist the societies to discharge their mandate. It is true we cannot meet the optimum levels of funding that have been reflected in their budget requests but, as has been suggested, it may be even doubtful if that money had been available if they would have been able to spend that during the course of this fiscal year.

I think the budgets were developed in some instances with perhaps, one might say, educative goals in mind, and for a deliberate purpose other than reflecting what would be necessary in the course of this fiscal year to discharge the mandate of the society.

Mr. McClellan: I simply say that again I look with amazement on the state of confrontation that you have found yourself engaged in with the children's aid societies in this province. There is no other word to describe it. I am not suggesting that was your intent, although I can't see any rational intent in the kind of wringer that you seem to be putting so many societies through in your response to their first budget submissions. You have found yourself in a major fiscal confrontation with the children's aid societies that has been, I think, very destructive.

We already have two strikes. I continue to insist to you that those strikes are a result of this totally inadequate budgeting process. Without belabouring this year's difficulties ad nauseam let me try to get an understanding from you of what you intend to do to

make sure this doesn't happen again next year. What is the status of the Ontario Association of Children's Aid Societies' and ministry proposal for changing the funding formula?

Hon. Mr. Norton: We have received that report now and I hope to be making an announcement before the end of this month that will reflect largely the recommendations that flow from that report, and I hope also to be in a position to announce to the societies at the same time the levels of funding we expect to be available for the 1980-81 fiscal year.

Mr. McClellan: Do you expect those to be substantially higher or at least more adequate than the material that is still in front of us, taking into account the reality of increased responsibilities that have been placed upon the societies by virtue of the new Child Welfare Act?

Hon. Mr. Norton: The most I can say at this point is that that will be part of the announcement in a few weeks' time.

Mr. McClellan: A few weeks?

Hon. Mr. Norton: Before the end of this month or the first of next month.

Mr. McClellan: You will be announcing not just the new funding formula but the amounts; at least the global figures or the percentage figures?

Hon. Mr. Norton: That's my intention, yes. Mr. McClellan: That would at least be helpful.

Hon. Mr. Norton: Better than February.

Mr. McClellan: Yes, it is better than February.

Judge Thomson: I wonder, Mr. Chairman, if I might just change one thing that Peter said earlier, and that is, if you look across that sheet you have the 1979 requested figure. In actual fact, with the requests that came in from children's aid societies earlier in the year—more like February, March and April, as I understand it—we weren't able to get back to them until we had finalized the supplementary budgets and knew what their bases were to respond to what the 1979 requests were. In fact, we weren't able to get back to them until June or July, which started the process again, but in fact the requests came in at an earlier stage of the year.

Mr. McClellan: I remember suggesting, facetiously I guess, during the Child Welfare Act amendments that there ought to be an obligation placed on the ministry with appropriate penalties for failure to respond to

some kind of a time frame in the budgetsetting process. Maybe I should have moved the amendment.

Mr. Cooke: Regarding these societies whose volumes have decreased and therefore that is one of the reasons their percentage increase is below five per cent, you stated one of the reasons for the volume decrease was children who were leaving the expensive institutions to the less expensive forms of care.

Mr. Barnes: There are two areas I am referring to there. One is a straight volume decrease; that is, fewer children coming into care regardless of the type of care they go into. The other aspect that could affect them is where there is a change in mix-in other words, a greater number of children going to foster homes and a smaller number of children going into more expensive types of care, which effectively costs the society less money.

Mr. Cooke: Remember back in 1976 or thereabouts that when there were budget restraints a number of agencies took children from the expensive institutions and put them in the less expensive, not because they wanted to but because they were forced to?

Mr. Barnes: I don't think they were forced to. We pay for children who go into the more expensive institutions, regardless of the number. In other words, we will pay. If a child is sent, let us say, to the children's mental health centre—we pay anyway—but let's say to a group home at \$30 or \$40 a day, we pay that \$40 a day as long as they can demonstrate that that child went to that group home at \$40 a day. That's a supplementary, that's the volume increase, so they get that money. They're not forced to change. [5:45]

Originally, the idea was if there was a mixed change which meant the society genu-inely felt this particular kid should be in foster care, and that group should be in group home care, and there happened to be fewer in group home and more in foster care, we paid those actuals.

If more went into group home care we still paid for it on the supplementaries. There's no pressure to change. The only pressure we would exert is the belief, if you like-and I think a lot of children's aid societies share this-that a lot of kids would be better off in foster care, better supported in foster care and so on, which is why we have the foster-care initiative.

Mr. Acting Chairman: Are there further presentations, Mr. Barnes?

Mr. Barnes: I'm in the hands of the committee. I obviously could go on for quite a long time with a presentation on this, and I do have a number of slides here. If you'd like me to show them, I can. We've handed them all out. I don't know whether they're particular ones the committee would like to look at. I'm really in the hands of the committee on this.

Mr. Acting Chairman: We have approximately 15 minutes left in today's session. What's the wish of the committee?

Mr. McClellan: As far as I'm concerned we've had both a useful presentation, and I mean that quite sincerely, and a useful discussion. I have, I think, an understanding at least of the way the ministry has made its money available. I certainly have an acute understanding of the complete inadequacy of this way of going about budgeting and making estimates allocations to children's aid societies. I don't think after this afternoon's presentation and discussion that remains in dispute or is in dispute, and the minister is, by promising to bring in a more adequate funding formula within a matter of weeks, quite explicitly acknowledging this.

I hope and pray earnestly and will pray repeatedly that we don't have to go through this kind of discussion again, and more to the point, that the children's aid societies in this province don't have to experience this kind of estimates discombobulation in future

years.

I will await your new formula with eager anticipation, and I will subside into speechless silence.

Hon. Mr. Norton: Something must be seriously wrong if that's happening.

Mr. McClellan: Other people may want to comment.

Hon. Mr. Norton: You mentioned six or seven societies. Did you want us to deal specifically with those while some of the staff are here?

Mr. McClellan: My figures are out of date and you have obviously made some important adjustments to individual societies since I received those figures. I would like to have the opportunity to go over them overnight and if there are any specific questions or problems arising out of Mr. Barnes' very helpful material, to raise them tomorrow or Wednesday rather than take up any more

I guess the one unfinished point of business remains for me a matter of enormous concern, and that is understanding the euphemistically phrased contractions within schedule I and II facilities. I would be grateful if I could have a detail of that at the time we start committee tomorrow.

Hon. Mr. Norton: You'll have it.

Mr. G. I. Miller: Do you have a list of figures on the revised budgets? Are they available?

Hon. Mr. Norton: A lot of it would be contained in the material handed out. Several of the budgets are still not finally resolved. I'm not sure how much of it is in here, because some of this has been revised since my last review of it in terms of what our latest position is in terms of our offer to the individual societies. Is that contained in here, Peter?

Mr. Barnes: I would say we're pretty clear with about 75 per cent of the societies that we have seen, who are having problems that haven't been settled, and I think we're to a

final point on it now.

There are some eight or nine societies where we are still discussing the matter and are trying to agree to final figures—around what we agree to differ on or agree to agree on. I would hope that would be certainly through within the next couple of weeks in nearly all those cases.

Hon, Mr. Norton: If you had specific areas of interest we could try to get those specific figures for you. Certainly not all the societies are contained in here in terms of the present

position.

Before we proceed, might I ask if you would anticipate some further discussion of this tomorrow or should I have the whole staff present to be prepared to proceed with other votes and items? Would you give me some guidance on that? I don't want to press the matter, but I am assuming there will be at least some further discussion of these funding matters tomorrow. Can we anticipate proceeding with other votes as well so that I should have other staff available?

Mr. McClellan: We'll be going back to sequence, which puts us on the second vote, adult services. I don't have a lot more material to do on adult services. I would anticipate finishing that vote tomorrow and starting children's services. I'm just speaking for myself and my colleagues.

Mr. Blundy: I would think there won't be all that much time needed for this, but some will be needed. We certainly will get back to completing adult services,

Hon. Mr. Norton: Okay, thank you. That helps.

Mr. Acting Chairman: Tomorrow we'll start off with this and then we'll go back to vote 2902, shall we? Is that the understanding?

Mr. McClellan: We'll try to finish vote 2902 and move into vote 2903 and, I would expect,

spend most of the time Wednesday on vote 2903.

Judge Thomson: One thing you also wanted was a breakdown of the child-abuse dollars. Would you like us to come prepared to present that to you as well? That was an earlier request.

Mr. McClellan: I assumed that would simply be a list of expenditures and allocations, I understood that had already been mostly allocated. I want to know where it's gone.

Judge Thomson: We'll bring that and give it to you then and you can ask questions if you want.

Mr. Carman: Mr. McClellan asked earlier for a complete breakdown on the impacts of the budget reductions in schedule I and II facilities. I wonder if it would be possible to do that on Wednesday rather than tomorrow?

Mr. Acting Chairman: That leaves the committee with approximately six hours and 15 to 17 minutes, and I think we can cover the remaining estimates adequately over the next two days. We all have notice that on Wednesday we start at one o'clock instead of two o'clock, so just keep that in mind.

Mr. McClellan: I would like to ask, in view of the potentially serious situation in Niagara Falls with another society on strike, what action the ministry has taken to monitor the situation, what is the status of supervision orders within that society and, most importantly, what action do you intend to take to assist the board of that society and its staff to come to an amicable settlement?

Hon. Mr. Norton: Perhaps in a moment I can ask Peter if he could give more specific detail in response to your question. The most up-to-date information I have is that in the Niagara situation there has been, on the part of the staff and the union, an undertaking to permit adequate staff to continue to work, without their being viewed as disruptive of the labour dispute, to ensure that children who may be at risk are appropriately supervised. I don't believe at this point there is any problem in that area. That is something which, as the strike began, the union indicated, to the best of my knowledge, they would be prepared to agree to.

With respect to specific orders, I don't know. Can you comment on that, Peter?

Mr. Barnes: I have some details here, Mr. McClellan, if you would like me to give them to you. There are 100 staff out on strike. CAS will be operating with about 20 supervisory, clerical and part-time staff. The union has agreed to allow the emergency staff to con-

tinue to work so long as they maintain their emergency status. They are going to discuss with the union the possibility of having emergency workers for high-risk cases. Those discussions are taking place now.

They are keeping three offices open, one each for Welland, Niagara and St. Catharines. Our managers and their executive committee will meet on a regular basis and their manager will be co-ordinating internally.

They have reviewed all their files and have already identified the high-risk cases. They have eight group homes to be maintained and

emergency foster homes if needed.

I haven't got the actual numbers but at this moment we do have a contingency plan, I am waiting for the latest update to come in. It does look as if high-risk cases can be dealt with.

Mr. McClellan: I would like to know the number of high-risk cases and the number of supervision orders that have been issued by the court which that society is responsible for enforcing.

Hon. Mr. Norton: We will try to have that for you tomorrow.

Mr. McClellan: The third part is, what are you going to do about it? You've got two strikes on your hands now.

Hon. Mr. Norton: We will, as I have indicated before, continue to monitor the situation with respect to discharging our responsibility under the act. It is not my intention to inject myself into the midst of a labour dispute which I trust will be settled in the relatively near future.

Mr. McClellan: I find that response as inadequate as your response to the Algoma situation. What is the status of bargaining in the Kingston society?

Hon, Mr. Norton: That was settled some time ago.

Mr. McClellan: Was it settled or did they go into conciliation?

Hon. Mr. Norton: No, it was settled, I believe.

Mr. McClellan: Have they signed a contract?

Hon. Mr. Norton: Yes.

Mr. McClellan: Are there other societies you are aware of where there is—

Hon. Mr. Norton: A strike pending?

Mr. McClellan: I'm not suggesting a strike pending. I mean where there are negotiations on an expired contract which have been proceeding for some period of time.

Judge Thomson: I know that Thunder Bay is one society that is in—I'm not sure if they're in a strike position or whether they're close to it and I think they've gone through conciliation. I am not sure if there are others at this point.

I think Thunder Bay is the only one that's in that specific position. There are other societies I think that are involved in discussions. I'm sorry, I think that Essex Catholic is another one that has been in ongoing discussions. I don't know the exact status of those but that is another society where management-staff discussions are going on in the matter of contract.

Mr. McClellan: What was the settlement in Kingston? Do you know the terms of the settlement?

Hon. Mr. Norton: I can't be precise, but my recollection—and this I stand to be corrected on—is I believe it was something slightly in excess of six per cent.

Judge Thomson: I can have that for you tomorrow.

Mr. Acting Chairman: If there is nothing else, the committee stands adjourned until tomorrow afternoon after the orders of the day.

The committee adjourned at 5:59 p.m.

## **CONTENTS**

Monday, November	5, 1979
Children's services program	S-1111
Program administration; child welfare and health services	S-1111
Adjournment	S-1138

## SPEAKERS IN THIS ISSUE

Blundy, P. (Sarnia L)

Cooke, D. (Windsor-Riverside NDP)

Gaunt, M.; Chairman (Huron-Bruce L)

McClellan, R. (Bellwoods NDP) Miller, G. I. (Haldimand-Norfolk L)

Norton, Hon. K.; Minister of Community and Social Services (Kingston and the Islands PC)

Rowe, R. D.; Acting Chairman (Northumberland PC)

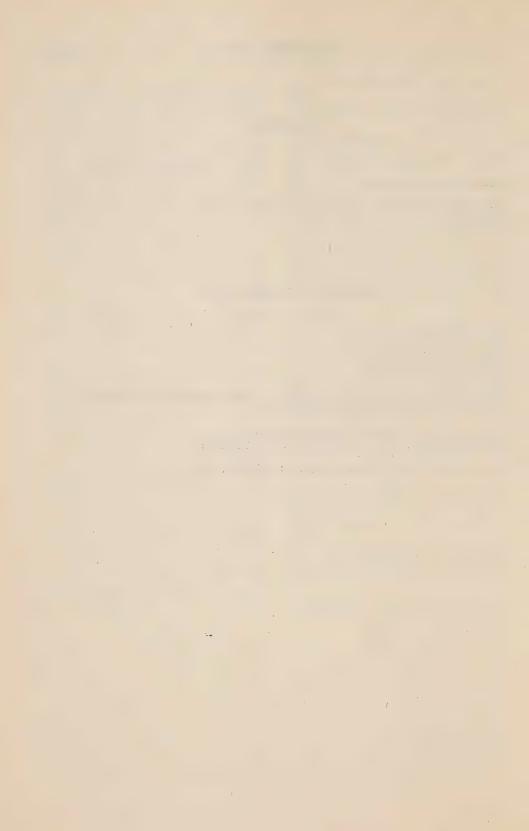
Sweeney, J. (Kitchener-Wilmot L)

From the Ministry of Community and Social Services:

Barnes, P. H., Executive Director, Operations, Children's Services

Carman, R. D., Deputy Miniister

Thomson, Judge G., Associate Deputy Minister, Children's Services



No. S-40

# Legislature of Ontario Debates

Official Report (Hansard)

# **Social Development Committee**

Estimates, Ministry of Community and Social Services



Third Session, 31st Parliament Tuesday, November 6, 1979

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

#### CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario. Editor of Debates: Peter Brannan.



# LEGISLATURE OF ONTARIO

Tuesday, November 6, 1979

The committee met at 3:46 p.m. in committee room 1.

### ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES (continued)

On vote 2902, adult services program:

Mr. Chairman: I call the committee to order. The critics have indicated to me that perhaps it would be in our best interest if we could pass vote 2902 and spend the remainder of today and tomorrow on vote 2903. Whether we can do that today or not depends on how much time we take on vote 2902, bearing in mind that some members do have concerns on this vote. I suggest we move along quickly on vote 2902 and save as much time as possible for vote 2903.

Mr. Blundy: I have one or two items to talk about on vote 2902. I want to refer to the first day; we were talking about income maintenance. I talked about what we considered the inadequacy of the Family Benefit Act, general welfare assistance, and so forth. I want to enlarge a little on that.

I spoke the other day on inflation in general and how these people were having such a difficult time, living practically at poverty level. I would like to know what the minister has to say about the announced hydro increases that many of these people—not all of them of course—will have to face and the increases we're looking at for oil, gas, heating and so forth.

I think that either the family benefits and general welfare assistance amounts are going to have to be raised in order for people to manage or alternatively maybe the provincial and federal governments will have to pay an energy supplement to these people to offset increasing costs, particularly in the light of the talks about energy and the price of oil. I'm specifically referring, of course, to the announced increases in hydro rates. I wanted to add that to the comments I made previously about the level of maintenance before.

The other item I wanted to discuss is home support services. The minister has been talking about programs to maintain elderly and handicapped people in their homes. There are not many programs in evidence yet that are doing anything very great in this field. There is some work with meals-on-wheels and so forth, but the real things to help an elderly or handicapped person to remain in his or her home are still not in place in most of the communities of Ontario. For example, the matter of doing heavy work in and around the house, shopping and many other programs. There are not very many community programs established yet that are really going to help keep these people in their homes.

Elderly people—and handicapped people to a lesser extent—are prone to more illness and, eventually, declining health. The only alternative in most areas seems to be to put them in institutions. I challenge the minister on this matter of community service programs. I don't mean to read off a litany of proposals, I'm talking about actual programs in communities in Ontario. I don't see them. I would like to have the minister's comments on those two things.

The third item is services for the physically handicapped. I understand that transportation for the physically handicapped is now going to be funded by Transportation and Communications. But similarly there are services that are required for elderly people, if they are to be able to live on their own. In my opinion, these are over and above the transportation issue—not all that evidenced in the communities either.

I would certainly like to hear what the minister has to say about those three items there, sir. That's all for the moment.

Hon. Mr. Norton: I'm sorry, Mr. Chairman, I was looking at a sheet here in front of me. I wonder if Mr. Blundy could repeat for my benefit the last matter he raised in addition to transportation.

Mr. Blundy: What assistance will be provided, over and above that of transportation which is now going to be funded by Transportation and Communications, to help keep the physically handicapped in their homes or communities rather than having them institutionalized? There are many services that could be provided to assist these people to remain in their own homes that are not now available in most municipalities.

Hon. Mr. Norton: Mr. Chairman, starting with the first item Mr. Blundy mentioned, on

the question of the inflation in the cost of home heating, oil, or fuel of any type. As I've indicated, it is our policy with respect to persons in receipt of benefits to make available to them—upon presentation of the receipts—the actual cost of their fuel over and above the amount allowed in their regular benefits.

That is true, in effect, for all family benefits recipients. There has been some difference of opinion with respect to those people on Gains disability. That misunderstanding, I think, has arisen in part because the approximately \$68 differential between the Gains disability and the permanently unemployable pension is intended for extraordinary costs primarily associated with the handicapped. If it can be demonstrated that that amount is going to meet additional needs and that the fuel costs in addition to the special needs exceeds that \$68, they too are eligible, the same as anyone else.

I think where the problem has arisen is where it's not been possible for the individual to demonstrate that that \$68 is being utilized fully for extraordinary costs. I hope that we will be able to eliminate those misunderstand-

ings.

On the question of the hydro rate increases that are forthcoming, that certainly will be something which will be taken into consideration by us in considering the next rate increases. Where people are dependent upon hydro as a source of heat, we will, wherever possible, take that into consideration as part of the adjustment in terms of home heating costs.

Mr. McClellan: Does that jibe with what you said in the House the other day?

Hon. Mr. Norton: Yes, I think so. You mean in terms of the home heating costs?

Mr. McClellan: Right.

Hon. Mr. Norton: Yes.

Mr. McClellan: Regardless of any maximum entitlement under the regulations of the Family Benefits Act, the hydro bills would be paid in full?

Hon. Mr. Norton: If they are for home heating, we would do that.

Mr. McClellan: There is a maximum. Am I wrong? There are maximums set out under the regulations so that a family of a particular size, for example a family with nine children, is not entitled to—Whatever the calculation would be for mother, father and nine children, there is a ceiling, an amount that the ministry is prepared to pay. The ceilings are set out in the regulations.

Hon. Mr. Norton: I think you are referring to minimums, not maximums, aren't you?

Mr. McClellan: Am I wrong? I am wrong. I'm pleased to be wrong on something like that.

Hon. Mr. Norton: You are so gracious about it.

Mr. Alfieri: Mr. Chairman, the excess fuel provision in the family benefits regulations is over and above the maximum in the table of maximum allowances set out for different size families. The fuel table in the regulations is the minimum amount that a person receiving fuel must receive. We can then pay up to the actual or anticipated amount for all family benefits.

Hon. Mr. Norton: Okay.

Mr. Alfieri: The same provision applies for GWA, Mr. Chairman,

Mr. McClellan: I suspect that that is not clearly understood; it certainly wasn't understood by me. I suspect it may not be clearly understood by all of your field staff.

May I make a suggestion through the chair that the ministry prepare a special information circular to the staff of the ministry and to members of the assembly and to all others who, in the course of their work, come into contact with family benefits or general welfare assistance recipients, so that everybody understands what the policy is with respect to heating bills?

Mr. Martel: I have been sending them in for I don't know how long asking for the difference to be paid.

Mr. Blundy: Mr. Chairman, that's why I brought the matter up, because I do not believe that it is fully understood by—

Mr. Alfieri: I believe the regulations were changed in 1975 to provide for the actual or anticipated cost of fuel and that amount has no bearing on the maximum under regulation 10

Hon. Mr. Norton: I am sure we discussed this last year in the estimates process. It is something I have known to be in existence since I came into the ministry. I'm sure we discussed it last year.

Mr. McClellan: I would appreciate if you pick up my suggestion, because I think there is a need for that kind of—

Hon. Mr. Norton: Mr. Alfieri points out that last year over \$1 million was paid out in excess fuel costs under this program.

[4:00]

On the question of home-support services, I recognize that the availability is not uniform across the province. I suppose that when we are looking at some of these specific programs that are in place one might say there is a

disproportionate concentration of those projects in the Metropolitan Toronto area. Perhaps that is for obvious reasons. It may be because of the greater numbers of groups which have initiated the programs in this particular community, although they are dis-

tributed across the province.

I think at the present time, out of a total of 231 municipal administrations through which we flow funding for social services, 109 of those provide homemakers' and nurses' services at the present time; 38 of the 89 Indian bands also provide that service. In 20 of those municipalities, 19 homemakers are employed full time, mainly in a teaching capacity, teaching home-management skills, et cetera, and 55 are employed as part-time homemakers. Two Indian bands employ three full-time and nine part-time homemakers. Of course, a good deal of the service is provided through purchase of service arrangements, as opposed to being provided through direct employees of the municipality,

The homemakers' services are purchased from some 53 branches of the Canadian Red Cross across the province and from two branches of the Victorian Order of Nurses. There are other non-profit agencies and, in some instances, commercial firms from whom the service is purchased, plus contracts in some communities with specific individuals

to work as homemakers.

I would point out that the forecast of expenditures in these areas for this year which is included here in the estimates, is for a total cost in terms of homemakers' services across the province of \$7,657,000; in nursing service it is substantially less than that, about \$1,962,000. In part, I think that lower figure in the nursing service reflects the fact that in some communities where the chronic homeore program for health is in place, it has often superseded the service that is available through our ministry.

The hours of service are all included in the sheets you have in your book; I believe

on page 77.

I think it's worth noting that in this decade, or one could go back a much shorter period of time than that, there have been percentage increases over the year; substantial progress has been made in terms of funding available for these services.

I am not suggesting that they are uniformly available. We would hope to see more of this type of service picked up by municipalities so that the service could be more equitably distributed.

In addition to the homemakers' and nursing service there are programs, such as meals-onwheels that you have mentioned, available in many communities across the province. A number of municipalities have picked up the program that we introduced a couple of years ago, particularly designed to assist people in their own homes with things like heavy housework and work around the outside of the home and, in some instances, with shopping duties of that nature.

I think the recreational and social programs available through the elderly persons' centres are also a supportive factor that assists elderly people to continue to remain in a community.

Although, as I say, we have not reached by any means the optimum level, we recognize the growing need for more service, especially as the demography of our society changes. Since we have a larger proportion of our population who are aging within the community, we will continue to increase our commitment. I don't suggest we can achieve optimum levels of service in one year, but I think we're moving significantly in that direction.

With respect to handicapped persons, you have noted the program that has now been assumed by the Ministry of Transportation and Communications. We will shortly, if we have not already—I am not sure of that—be transferring the funding for that program from our ministry to Transportation and Communications.

We have also begun, even before the pilot projects were completed, housing support services for the handicapped. We have begun to expand on the basis of the model of apartment living with home-support services built in. We have provided for about 52 such apartments in this fiscal year. I'm very hopeful that we will be able to do at least that well, and even better, in the next fiscal year.

Just to put that in perspective, according to the best data we have available those 52 units in this fiscal year would represent meeting about 10 per cent of what we believe to be the outstanding need for that kind of accommodation in the province. As a beginning to meet that specific need in the commuity, I think 10 per cent is not an insignificant start. I am not suggesting that I would be satisfied if it takes 10 years to achieve that goal, I hope we can do better than that.

As far as handicapped children are concerned, we have introduced what at the time was a very controversial handicapped children's allowance. I think the problems with that program have largely been ironed out now. I believe that that is providing a significant benefit to families who are maintaining and caring for a severely handicapped child in their home.

Although we don't pretend we have been able to do everything, I do contend we have made some very significant strides in most of those areas and we will continue to maintain our commitment there.

Mr. Martel: I want to raise a couple of matters with the minister. I raised one last week with respect to the services offered by the region. I was upset that they could simply ignore a ruling by the social assistance review board. I come back again to it simply because of persistent problems. I don't know when you're going to clean house but I've been expressing my concern about what goes on there for some 12 years.

I don't like to bring up individual cases and I try very hard not to, but I am really upset about this case. A young mother of two children phoned my office. She had received social assistance in October and, unfortunately, only submitted her income records on October 31 for November. By November 2, which happened to be a Friday, she still didn't have her cheque, and you know how much she had left over on welfare.

Hon. Mr. Norton: Was this the regional office that you mentioned?

Mr. Martel: The regional office. We called the regional office to see if we could expedite matters. We were told no, the cheque was in the computer and they couldn't issue a cheque because of that.

They advised the woman to pick up the cheque at 11:30 on Monday morning—a real help to this woman. Or, if the woman was really desperate she could go in and the welfare people would give her a letter to take to the manager of a grocery store. The manager would then phone the welfare office to confirm that the letter was valid and then they would issue this voucher with which she could buy some groceries for the weekend.

But if they went this route this compounded the problem. When the cheque was eventually coughed out of the computer, this payment would already have been made. They would have to feed the cheque back into the computer to take the deduction out and that could take it yet a further week, if she went that route. There could be the possibility of another week's delay before this woman would get her income maintenance.

Hon. Mr. Norton: It sounds like the slowest computer I've ever heard of.

Mr. Martel: I tell you, it's nuts.

There's a second possibility. She could borrow the money, we were advised. Most banks lend willingly to people on welfare, as you well know. She could borrow the money, though.

At that point my office up there got a little irritated and they phoned down to check with me to see what we could do. I was in transit; I was going home on Friday afternoon. My assistant here contacted the Salvation Army. They don't feel that's their responsibility and they were reluctant, but to their credit they made out a voucher for the woman.

Now that's nuts. And that's what I've been complaining about for years. John Anderson has heard me since way back; Dom Alfieri has heard me since I can't remember when on this office. What in God's name prevented them from writing out a cheque and when this crazy thing came out of the computer, tearing that cheque up? But no way. We put this woman through agony. I had two of my staff working on it. There's something nuts in a system that will continue to allow this to occur.

Mr. Minister, we put up a major chunk of the cash from Queen's Park for that service. I've gone through I don't know how many ministers trying to get that office cleaned up. But I think it's time you moved. I said it to Mr. Brunelle when he was in that position and to subsequent ministers, and nothing really changes.

As your staff knows, Mr. Brunelle sent some of his top people into Sudbury to a number of meetings to try and stop that sort of thing from occurring. And it continues. That's just an example. Last week they just thumbed their nose and refused to pay on an order of the social assistance review board.

How do we go on treating people who are at the bottom of the economic totem pole in such a cavalier manner? I just continue to be totally offended.

Let me raise another point. I suspect that board has underbudgeted; it was not aware of the effects of the strike. I'm hoping if need be the minister will find some scratch to help matters because I think they're underbudgeted by almost \$1 million right now. My understanding on the weekend was that they've cut out homemaker care and that they have advised your staff in Sudbury they can no longer afford homemaker care. That can't be tolerated.

They appealed; the chairman of the board up there wrote to the minister some time ago, I believe, as a result of the effects of the strike. I'm wondering if any consideration has been given to providing extra funding this year because of the circumstances which led to this overexpenditure. I just don't think we can see things such as homemaker

services not being extended because they're just too vital.

[4:15]

As I say, I'm offended by the first case. I think that sort of thing shouldn't occur. I'm led to believe—and I talked to some of my colleagues—it doesn't occur in Toronto. I don't know about other parts of the province. But surely that is ridiculous. And to blame it on a computer is even more ridiculous.

While some of us look for our paycheques occasionally, I don't see some woman with two young children on welfare who can wait four or five days beyond the first of the month to get the moneys necessary. I just think something has to be done, Mr. Minister.

Hon. Mr. Norton: I was not aware of some of what you mentioned. I've been advised by Mr. Alfieri that he will very shortly be going to Sudbury for some meetings with the chairman of the board. I can assure you I will ask him to raise these issues at that time and see if we can be of assistance in sorting them out.

We do pay our 80 per cent of whatever they over-expend, if the demand is there and the need is there. We do not have any sort of ceiling. We approve certain levels, but if they go over that we will continue to pay our 80 per cent.

I don't know what their circumstances are in terms of their own budget. That may be where they're having some difficulty.

We also have a provision whereby if the percentage of the population which is in receipt of benefits exceeds five per cent, we will increase our subsidy to 90 per cent as opposed to 80 per cent. However, according to our data as of March of this year, the Sudbury district—and this may have changed since March—was at 2.5 per cent, which is certainly not the highest by any means in the province. On the basis of that they would probably not be eligible for the higher percentage of subsidy. But I will ask Mr. Alfleri to explore that problem when he is there with them and see if there's some way we can assist in sorting out.

Mr. Martel: I was advised that your office was told there would be no more homemaking care. They underbudgeted, I guess, and weren't prepared for the full impact of the strike. I guess I played some small part in what has happened to them.

Hon. Mr. Norton: Mr. Crichton has just advised me we were not aware there was any interruption or cessation of service with respect to the homemaker care. But you say just this past weekend—

Mr. Martel: I was advised by someone from the children's aid society.

Hon, Mr. Norton: We were aware there had been a delay this year in signing an agreement with the Red Cross, but it was our understanding the region was prepared to sign the agreement as soon as the proposal was received. We're not aware there has been any interruption of service as a result of that. But that's something else we can check into.

Mr. Martel: I wish you would check it out. I was at a meeting on Friday and I was advised by a representative from the children's aid society that a Mr. Vincent had contacted Mr. Kunto and indicated there was no homemaker care available at this time because of funding.

Hon. Mr. Norton: In reference to the matter you raised the other day in terms of defying a decision of the social assistance review board, I have asked the chairman of the board to take the initiative should any such recurrence come to the board's attention, rather than leaving it up to the recipient who has been denied the service.

As we have explained, there are a couple of wavs it could be done. One is administratively, through paying it directly from the ministry and then deducting it from the grants to the municipality. But it is my feeling that for demonstrative purposes, if nothing else, in order to make it clear that the decision of the board is binding. I have asked the chairman to initiate on behalf of the board legal action in the courts to enforce any decision that is being defied. If you should hear of any such recurrence and if you let us know we'll ask the board immediately to take the appropriate legal action. I don't think that should be left up to the individual who's being denied service.

Mr. Martel: All right. And you'll look into the case? This case has been resolved. We've had some assistance. But I just don't think this sort of thing should be tolerated any longer.

Hon. Mr. Norton: I might add that whether the municipality is using a computer or not, there is provision to issue emergency cheques written by hand, albeit it may not be a general practice.

Mr. McClellan: Of course there is. The issue isn't the computer, as everybody understands. The issue is the deliberate harassment of somebody in need.

Mr. Martel: I've been complaining about this thing for more years than I want. It just doesn't change. You get frustrated dealing with that type of situation. It never seems to get resolved. It's just nuts that we continue to allow people to be treated that way.

Mr. McClellan: It violates the law. It violates the General Welfare Assistance Act.

Ms. Gigantes: I'd like to raise a similar kind of problem in a different way. In the Ottawa Citizen, September 28. I read of a 37-year-old mother of two from Ottawa—from the riding of Carleton East, as a matter of fact—who's been sentenced to 30 days in jail for defrauding the government of Ontario. I wonder if the minister is aware of this case and aware of what the ramifications have been in this case for the woman involved and for her family?

The case is that of Pauline Hibbert. I have used her name because it has already been all over the newspapers in her own community. It's a case I find very disturbing.

Hon. Mr. Norton: I'm not aware of the case.

Ms. Gigantes: Perhaps I can give you a brief outline of what appears to have

happened.

She was sentenced to 30 days for defrauding the Ontario government of \$6,500 over a three-year period when she'd been accepting family benefits and been working full time as a cleaner. In sentencing her the provincial court judge said, according to the newspaper account, "You have two small children; you're attempting to go to school to better yourself at the same time as you're supporting your family. Restitution isn't practical in this case. Having considered everything, I must impose incarceration."

He was, as far as I can make out from the article, concerned to try to give her a sentence which would accommodate her family life. I don't know what sentence one can impose on a woman who had two small children, who was working and was attempting to study, that wouldn't impose on her family life.

I don't think it reasonable that a woman in her position, given the level of income maintenance provided for her in this province, should be put in jail when she's gone out to work full-time and has failed to report it.

I'd like to know why a provincial court judge feels he must incarcerate her and I'd like to know why it is that this ministry feels it's appropriate to put people in a position where over a three-year period working full time she didn't even manage to defraud the Ontario government of enough to bring her and her family up to the poverty level.

Hon. Mr. Norton: I am not familiar with the case, but I would also point out that any decision with respect to penalty is something over which the ministry has no control and the law under which the person would be convicted would not be a provincial law. It would be the Criminal Code of Canada. If the evidence before the court indicated a criminal offence had been committed then certainly there's nothing I or anyone in my ministry can do about that.

There are certain rather rigid standards of proof required in order to establish a conviction for a criminal offence in our courts. Without knowing anything about that particular case I can only assume that those standards of proof were met and in the opinion of the court the person had, with the appropriate intent that is required to be proved, committed a criminal offence.

If you're suggesting that the Criminal Code should be changed so that fraud is not an offence then you should be speaking to the federal Minister of Justice, not to me.

Ms. Gigantes: It's fraud that relates to the amount that such a person is allowed to earn under the regulations of the government of Ontario.

Hon. Mr. Norton: It does not. There are 114,000 families and individuals in receipt of family benefits. There are a few—and I would suggest, very few—cases where there may be fraud consciously being committed. You're not going to get me to suggest that if a person is knowingly committing a criminal offence that ought to be ignored.

The program was, at least hopefully, designed to treat all individuals in receipt of benefits equitably and I would say that the numbers of persons who find themselves motivated, for whatever good reasons they may have, to commit a criminal offence is very small, probably not even one per cent of the persons in the program. I'm sure it isn't. To argue, therefore, that it is the program that forces the commission of a criminal offence does not carry water. I think it's a specious argument.

Ms. Gigantes: Are you saying that the regulations that apply to the amount that can be earned without reporting—do I understand correctly? Maybe I don't.

Hon. Mr. Norton: I'm sorry, would you repeat that question?

Ms. Gigantes: Are you saying that the regulations that govern the amounts that can be earned without reporting are not provincial regulations?

Hon. Mr. Norton: Yes, but those regulations are not what the person was convicted upon. She was convicted upon the provisions of the Criminal Code, presumably.

Ms. Gigantes: The provisions of the Criminal Code that come into play in the court

when regulations of your ministry are infringed.

Hon. Mr. Norton: No, they come into a play when a person knowingly defrauds the government.

Mr. Gigantes: But what constitutes "defraud" in this case is determined by the regulations of your ministry.

Hon. Mr. Norton: In that specific case it may not necessarily have related to the regulations but the way in which the individual chose to treat the regulations, knowingly attempting to get more money from the government, or whatever the circumstances were. In this case, from what you have said presumably she was claiming that she was not employed when in fact she was. You've suggested the person was employed full time.

Ms. Gigantes: This was according to the newspaper report.

Hon. Mr. Norton: I don't know the facts of this on my own either.

Ms. Gigantes: Do you keep track of how many cases of this kind go to court in Ontario each year?

Hon. Mr. Norton: I don't personally know. I have some statistics here. In the year from April 1978 to March 1979 there were a total of 130 cases that were investigated by the police and 145 went before the courts.

Ms. Gigantes: How could there be more before the courts than were investigated?

Hon. Mr. Norton: Some, presumably, carry over from a previous period. Ten, as I understand it, were completed in that period. Some were under investigation and not before the courts. One hundred and forty-five were before the courts in that period of time and 10 were completed, for a total of 285 in that year, involving a total of \$2,433,379. [4:30]

Ms. Gigantes: When you say they were completed, were those convictions?

Hon. Mr. Norton: I don't have that information before me. I don't have any checklist where I get insidious pleasure out of these things, but I'll see if I can find that information.

Ms. Gigantes: May I suggest to you that as minister it would be a subject appropriate for your attention to know what kind of circumstances are producing cases like this one, where people like this woman end up going to jail.

Hon. Mr. Norton: I'm trying to make sure that the figures I have before me here are for the same period. There was a total of cases concluded in 1978-79 of 128. Ninetynine of them led to a guilty verdict, 22 a not-guilty verdict and there were seven in which the charges were withdrawn.

Ms. Gigantes: Do you know how many people went to jail for perpetrating a fraud under the regulations of your ministry?

Hon. Mr. Norton: We don't know exactly what gave rise to the fraud in each case, whether it was by virtue of withholding information or what it was. Forty-nine persons received a jail sentence and I don't know for what period. There were 49 persons who had suspended sentences; 67, probation; restitution, 39; community work order, nine; and a fine in five of those cases.

Ms. Gigantes: Do you know how many women in Ontario with families have been put in jail for perpetrating fraud under the regulations of your ministry?

Hon. Mr. Norton: No, I don't have the breakdown.

Ms. Gigantes: Don't you think it's something you should find out? Don't you think it should have a bearing on what the regulations of your benefits policies are and what the amounts under those benefits are? Don't you think if you looked at these cases you might learn some very good reasons why your policies should change in this area and the amounts should be increased to the poverty level?

Hon. Mr. Norton: I'm not suggesting I'm indifferent to it, but I don't believe that particular matter is one that ought be a pre-occupation of the ministry. It is a matter of a criminal offence having been committed. It's a matter for the administration of justice. We are talking about a very small percentage of the persons who are in receipt of benefits under the program.

I don't think, frankly, if you're arguing from any kind of a statistical base, that you're presenting anything approaching a convincing argument. If the cause of the commission of the offence were the regulations under the act-and I suggest to you that to support that you'd have to have a much higher percentage of fraud among the recipients-the overwhelming majority of the people do not. To single out something substantially less than one per cent of the recipients as an indication of people on the program being forced to commit fraud is, as I say, and I say it with respect, a specious argument. I don't think it carries any water.

Ms. Gigantes: I'd like the minister to note that I never used the word "forced." That is his word. I'm saying that people end up

in a situation where the temptation to commit such a fraud against your regulations is obviously very strong. It certainly would be to me if I were supporting two children on family benefits at the level they've been over the last three years in Ontario.

Hon. Mr. Norton: I don't have the data here before me at all, but I would suggest that if you took a group of people with family incomes of over \$25,000 you would probably find as many on a percentage basis who commit fraud.

Ms. Gigantes: Oh, I have no doubt of that whatsoever. In fact, it might even be higher.

Hon. Mr. Norton: I'm just not sure what your argument's all about,

Ms. Gigantes: That does not mean I don't appreciate the initiative of that very small percentage of people who receive what is called income maintenance in this province, who have the initiative to go out and figure out how to get some more money so they can at least get their level of family income up to a poverty level.

Hon. Mr. Norton: Again, I appreciate initiative, but it reminds me of a number of years ago when I was doing criminology and having a discussion with a criminologist who argued with me that bank robbers didn't have any criminal intent; they were just good businessmen and they were quite different from any other class of person who committed a criminal offence. I must say I think your argument at the moment falls into the same category as his argument.

Ms. Gigantes: Be that as it may, I don't think it's the least bit analogous. I would suggest to you, Mr. Minister, if you and your ministry took a look at cases like this one and figured out how many women who are responsible for the raising of children at levels of income below the poverty level are being sent to jail in this province of ours, you might rethink that.

I would like to ask if your ministry collects enough information on such cases, so I could review them. It makes me very angry to live in a community where a woman is sent to jail for having worked under the conditions in which she has tried to raise her family and improve her ability to earn her own income and be independent and to see her put in jail by a judge who obviously thought the circumstances in the case were such he was loath to put here in jail.

I would like to receive that information. I would like to know what's happening with women raising children on family benefits and what happens to them when they make mis-

takes under the system. It may be a very small percentage, as you say, because most of those people who I meet in the position of receiving income maintenance and depending on the income maintenance of this province are certainly in such a beaten frame of mind the last thing that would occur to them is to attempt a fraud.

In cases where people who have not been beaten down do commit a fraud against the regulations of your ministry, I think it's terribly important to look at the quality of those cases, small in number though they be, because I think they also get that in the workmen's compensation cases. The Ombudsman has underlined this. The percentage involved doesn't matter nearly so much as the quality of what's happening in these cases and what it tells us about the inadequacy of our current income maintenance programs.

Hon. Mr. Norton: For the cases to which you are referring, any charges that are laid are laid as a result of a police investigation. I would suggest the appropriate place for you to go in order to get the information you request would be to the police.

Ms. Gigantes: I will do that.

Hon. Mr. Norton: If you do so, then if there is any way in which we can be of assistance through the police, we would be glad to do so.

Ms. Gigantes: Yes, I will do that, because if your ministry is not going to look at them voluntarily, as I believe your ministry should, I will certainly forcibly bring them to your attention. That's a promise.

Thank you.

Mr. R. F. Johnston: Mr. Chairman, there are a number of points we were discussing the other day on which I would like to follow up, starting off with family benefits assistance, if I can. I can't help but feel the member for Carleton East has a real point. Getting back to incentives or lack of incentives for people on welfare and FBA, the desire eventually to cheat the system is a very strong one. I don't think it should be underestimated.

I'll just pass around this letter of August 7, in terms of the question I had before about the Ontario Student Assistance Program. I just wanted one final clarification so I'm absolutely sure about this.

On page two it says, "In addition to the grant, our clients are eligible to apply for student loans if they have additional expenses associated with being a student, i.e. university students often need evening day care in order to use the library, and so on."

Does that mean they have to prove it? Another student asking for a loan does not have to do that. It says, "If they have additional expenses associated with . . ." Is that the implication of that or am I to understand it's on the same basis as other students?

Mr. Alfieri: Mr. Chairman, my understanding is that that is on the same basis. What I was trying to do in this memorandum was to outline for our staff the fact they should encourage our own recipients to pursue educational opportunities. I was trying to put before them the potential available combination of grants and loans. Again, that is a condition that is administered by student awards so I can't be specific about it, but the intent of my memo was to outline all the kinds of advice our staff should give to our recipients.

Mr. R. F. Johnston: The reason I asked is there has been some confusion among grant officers, which I realize is out of your jurisdiction, in terms of asking for some clarification and some budgets on some occasions. I just want to make sure the instigation for that is not initiated there.

Mr. Sweeney: I have a small supplementary to that before we leave it.

Mr. Chairman: Mr. Sweeney.

Mr. Sweeney: My understanding of the OSAP program is there are defined costs which are included in the calculations—tuition fees, living expenses, books and so on. There is a defined list. In a situation like this, are we talking of costs outside the defined list or within the defined list?

Hon. Mr. Norton: I'm not sure what you mean by that.

Mr. Sweeney: Am I talking of costs outside the defined list?

Mr. R. F. Johnston: The defined list is the grant side of things, not the loans and this is talking particularly about loans here.

I would like to go to the next matter and I don't want to belabour this one for long either. I feel somewhat—"had" isn't exactly the right term perhaps, but I am really frustrated about not being able to get a handle, on the community-care kind of program and the plans for it. Although I realize you have announced a planning process for it, I have just such large feelings of the inadequacy of the community-support programs it is very frustrating for me at this point not to know exactly what that planning process is.

I would like to ask you if you can table for me the specifics of your plan, which I presume you now have all ready for me, anticipating me coming, and the type of outline, the paper you said you would be laying out for the groups who wish to make presentations. Do you have that?

Hon. Mr. Norton: I am sorry.

Mr. R. F. Johnston: I am sorry. There were two things I wanted. When you talked initially you said there would be a timetable laid out and a methodology that was already clear in your mind, and also there would be some kind of guidelines for people so they have an understanding of the parameters.

Hon. Mr. Norton: Perhaps the deputy could read to you the speech he is going to be de-

livering later today.

Mr. Carman: Mr. Chairman, I will spare the committee the speech.

In answer to the two questions, the schedule has undergone some revision since we talked about it, I think last week, in order to build in what I consider to be an absolutely essential opportunity for a response to the initial part of the consultation. What we are going to be doing is sending out a document, hopefully within the next three weeks to a month, and that document will open up the subject for discussion and hopefully provide an understanding, on the part of all those participating, of the principles the ministry feels are important to be taken into consideration, the total range of services we want to talk about and the total client groups we have in mind. In other words, we are not just talking about the elderly in terms of home-support services, we are talking about the handicapped and families. As a consequence of that, we felt there was a need to get out an initial statement describing all the programs we presently have operating. I think if my memory serves me correctly, there are nine programs, something like 10 different funding formulas and 13 different individual pieces of activity within those nine programs. They are under eight or nine different acts that the ministry administers. There is a need to get that information out in the early stages of the planning process.

[4:45]

Once that's done and once we begin to get an initial response, we feel at that stage a green paper with the policy proposal in it is appropriate. We hope that will be ready some time in the spring. Then whatever consultation and whatever feedback we get from that will form the basis for the final policy and legislation.

The report itself is not in an ultimate draft stage but virtually at that stage at the present time. We are having a second go at it to try to clarify the principles—in fact, some of the things we were discussing the last time the estimates committee met on

this subject.

Mr. R. F. Johnston: I would appreciate a copy of it when it is available, if possible. You are still hoping the timetable in terms of developing something will be next fall?

Mr. Carman: Yes.

Mr. R. F. Johnston: The other area I would like to come back to is the matter of income. I think in the conversation between Mr. Anderson and myself—I don't have Hansard with me at the moment—there was something to the effect that there was a disagreement with my view that economic need was the major determinant of people becoming institutionalized. Mr. Anderson was not of the same mind.

I'm absolutely convinced that most of the problems of individuals with their ability to maintain themselves in the community have a financial basis to them. There are the complicating factors of health, isolation and those kinds of things, but I think the major drawback, the major problem, with our society at the moment is the lack of funding of older people. I would like to talk to you about that and ask for your responses to

what I say.

I would like to bring a number of things to your attention in that matter. There was in 1975 an interministry committee on residential services, which I presume a number of you were involved with. There's a quotation on page 51 of that concerning financial need and that sort of thing. It says: "In the meantime, the aged person in the community"-this is after saying that all these things are available through extended care and so on-"can barely make ends meet and has extremely little in the way of services to help him stay there." Then the next paragraph says: "The irony is that very few people go into institutions without a great deal of reluctance." I think that's something to be kept in mind at all times.

Mr. McClellan: That's a familiar quotation. Mr. R. F. Johnston: Yes, it is familiar to a

Mr. R. F. Johnston: Yes, it is familiar to a number of you.

The next thing I would like to bring to your attention is a quotation from Albert Rose in his brief to the royal commission on the status of pensions, presented on behalf of the Association for Professional Social Workers. This was in December 1977.

He says: "We regret that no comprehensive survey of the individual or total family income of pensioners in Ontario has been published. We do know, however, that approximately 48 per cent of all persons in Ontario who are aged 65 and over do now receive part or all of the federal-provincial guaranteed income supplement." I think

around the same time the SPC came out with 45 per cent as a figure. He goes on to say: "This would suggest very strongly that at this time in our history a substantial portion of the elderly in Ontario must be described

as in poverty."

I would also refer to Old Age Insecurity: A Study of Income Expenditure and Pension Requirements, August 1978—this is from Metro social planning. It says: "The maximum income for an elderly single person living in Ontario with no other income but OAS, GIS and Gains and the tax credits would have been approximately \$3,565. For a couple, the maximum income would have been approximately \$6,805. Our budget guide for the elderly specifies a need for an income of over \$5,200 for a single person and over \$7,800 for a married couple living adequately in Metropolitan Toronto." The same problem has been identified in 1978. It is a severe economic hardship.

The last one I would like to bring to your attention is from Pensions: Passport to Poverty, produced in April of this year, which again you are probably all familiar with. I am probably reading information to you which you are already aware of, but I think that it again reinforces the fact that incomes for older people are just inadequate.

It says: "In 1976, 58 per cent of individuals over 70 years of age and 23 per cent of families headed by persons 70 plus were poor, according to Statistics Canada poverty definitions. Fifty-five per cent of people over 65 have incomes low enough that they have to be subsidized by the income tested supplement, the guaranteed income supplement."

Another quote from that is, "The number of people receiving GIS has increased each year since its inception." That might be understood as being because of increased population, but the percentage hasn't

dropped.

"Twenty-two per cent of poor families are headed by people 65 plus. For single people, things are even worse; 48 per cent of poor individuals are 65 and over."

I would just like to say that I think that's a continuing example of how poverty plagues older people. The kinds of worries and pressures that fall on older people in terms of their income and their ability to maintain their homes are a continuing pressure in terms of ultimate institutionalization choices to be made.

I would just like to check these figures out with you to see if they are accurate.

At the present time a single person, as I understand it, has a total income of \$364.87 if he or she just had the basics—OAS,

\$179.02; GIS, \$146.97; and Gains, \$38.88, for a total of \$364.87. For married couples the total works out to \$354 an individual.

I just can't see how anybody, given today's living standards, cannot say that is an inadequate amount for somebody to live independently in the community. In subsidized housing or other kinds of alternatives perhaps, but to live on their own with dignity in the community, as active members of the community, I don't believe it's adequate.

One more quote from Warehouse of Death, if I can: "In 1977, a provincial deputy minister of Ontario said of Gains: "It is working. Fewer old people are going into institutions than might have but for Gains. They want to stay in the community and Gains is allowing them to do so. Don't ask me for statistics. We have done no study. Remember we are politicians." I didn't think deputy ministers were. "We kind of keep our finger to the wind. We know what is happening and we are glad our program is successful."

Hon. Mr. Norton: To whom is that quote attributed?

Mr. R. F. Johnston: It simply says: "In 1977, a provincial deputy minister said of Gains." I think that predates you.

Hon. Mr. Norton: Yes, it does,

Mr. R. F. Johnston: I was careful about my selection. It seems to me that although we are talking about it there has been a systematic maintaining of people who are elderly in a poverty situation in this country and I think that is just unacceptable. I don't think it's a matter of me saying to you, "Why has Gains not been raised in recent months? Add a few dollars on to it." I think it's a matter of rethinking the basis for our income security for older people in this country.

I would like to draw some comparisons between other countries and ourselves. There's a lot of scare talk going around about the increased number of elderly and how are we going to afford it and you get all these communists saying that the pensions that are indexed could bankrupt us, that kind of argument being presented, and that the old are going to be this incredible burden upon us in the future.

I would just like to say that around 1975, if you were to compare Canada's aged population with that of a lot of western European countries, we were well below in percentage. Around eight per cent of our population at that time was elderly. In East Germany it was 16 per cent; in Sweden and Austria 15 per cent; Norway, Belgium, France, West Germany and the United Kingdom all had

14 per cent of their population over the age of 65,

We are not projecting through to the year 2000 to get to that level; we will only be at 11 per cent at that stage. There's no reason to be concerned about the elderly putting us into a poverty situation, especially when you balance it with the diminishing need at the lower end, as far as dependency goes, of younger people up to 16. I don't think that can be used as an argument for rethinking totally the way we fund older people.

The other thing that goes markedly with that, and again I will quote, this time from Ian Potter in Passport to Poverty. If you take those countries which have high percentages of people who are elderly you might think they might support these people at a lower level than we do, because of the overall cost they mightn't be able to handle it, but that doesn't turn out to be the case.

"A comparison of the ratio of average old age pensions to per capita gross domestic product in these countries, which is a measure of quasi generosity, found Canada to rank 14th out of the 17 countries compared. Countries which had higher relative pensions included not only Germany and France, but also Italy and Belgium. Public pension benefit levels in Canada were 29 per cent of the per capita income compared with an average for all countries of 36 per cent. The same ratios for France and Germany were 52 per cent and 65 per cent." Those two countries, as I have stated before, have percentages of old people of 14 per cent.

I just think we are missing the boat on how we should be supporting our elderly. I agree with the premise of Mr. Anderson who was saying that if you do have a substantial income for your elderly you will keep them in the community, they will be able to afford services in the community, but I don't think we're doing it. I think the statistics I came out with in the beginning show that and the new ones that I'm introducing here from other countries show it can be done.

I will just read in these last figures and then let you comment on it. While it is true that the number of people of 65 and over in Canada is expected to increase in both number and proportion from the present two million and 8.5 per cent of population to about three million and 11 per cent of the population in the year 2000, there is really no concern in comparison to any of those other countries which are handling it just fine, in my view.

I would like to know if there is any consideration going on in your ministry in terms

of our Ministry of Revenue and the federal Minister of Health and Welfare taking the kind of initiative that Dr. Potter recommends in his paper and which others have recommended in totally revamping our pension system so that people can live with dignity in the community. Are we waiting for the royal commission on pensions to report some day—goodness knows when that's going to come—and if so, can I have your comments on that?

Hon. Mr. Norton: I will try to deal with the items in order. I may miss some and some I may not have any intelligent comments on.

First of all, with respect to the percentage of persons on GIS, our figures would differ from the ones you have, and the indications to us are that the number of persons on GIS is declining.

Mr. R. F. Johnston: Is that because the Canada Pension Plan has been in existence longer?

Hon. Mr. Norton: Probably, yes. Also, private pensions that people are now retiring on are probably better than they were a few years ago. I will try to give you more, if not in estimates, then I will have our analysts put together the figures I'm referring to and get them to you.

I concur that we ought not to be panicking about the changing demography in our society. One can select specific jurisdictions where there are dramatically—take West Berlin, for example, where they have about 20 per cent of their population over the age of 65.

Mr. R. F. Johnston: Or a place like Japan, where it jumped in a 10-year period by over 100 per cent.

Hon. Mr. Norton: I do think we must be making preparations, but not in a state of panic. Other things are probably going to make for change in our society as that trend in the age of the population changes as well. We already are experiencing reaction to things like mandatory retirement and in a few years' time that may in fact result in some changed perspectives as to what an appropriate retirement age is, especially, obviously, only for those who are well and ambulatory, and so on.

I can't comment really on the specific pension situation in the other countries to which you refer. In order to comment fully on that one would have to know what the mix was in terms of public and private pensions. I don't think one can simply look at publicly funded pensions in isolation and make any necessarily valid comparison. Although it may sound to you like a cop-out,

I do think that the recommendations of the royal commission, when we receive them, will be helpful in indicating the directions in which we in this province ought to be moving and encouraging the federal government to move in as well.

:00]

I'm not in a position to really know what that is, although I may have some ideas. But they're not necessarily any more valid than the ideas of the man on the street on this particular subject.

Mr. McClellan: What about the plight of the Gains single pensioners? That's something your government has control of. It's not something that needs to wait on the receipt of the royal commission's recommendations and then on the major national debate, to which we're all looking forward, on the Canadian pension system. That's a separate issue that needs to be addressed.

Your government has made a series of promises and commitments with respect to a number of things, notably in the 1978 budget papers, with respect to revising the base of the tax credit system—that hasn't been done; and with respect to education taxes on senior citizens—that hasn't been done. And you are aware that single pensioners under Gains are still living below the poverty line?

If you put that fact together with the kinds of remarks people within government have been making, that that impacts on your program, that it serves to force people into institutional care prematurely because of financial necessity, that's something you

ought to be dealing with.

Hon. Mr. Norton: As for that being related directly to the estimates of our ministry, the programs you refer to are not specifically part of our ministry's responsibilities.

Mr. McClellan: You pick up the pieces for it because of the inadequacy of Gains, You institutionalize people because they can't—in a paraphrase of the words of the interministry report—afford to stay in the community.

Hon. Mr. Norton: I'm still not prepared to accept that the financial situation is a major factor—I'm not suggesting it's not at all a factor—in that decision, as you suggest.

Mr. R. F. Johnston: Is that based on the same study, the same input as the deputy minister had in 1977—sticking a finger in the wind?

Hon. Mr. Norton: Maybe I have a different finger in the wind than you have. I'm not sure. I simply do not know of cases where,

because of the financial situation, it has been necessary for a person to move into residential care.

Mr. R. F. Johnston: Just as an example: When I was with the community-care program in Durham region we gave a questionnaire to our clients and asked them on what sort of basis would they go into institutional care. One of the number one responses to that question was for financial reasons.

Even if you don't look at it as that direct, it has to be the cause of a lot of the feelings of isolation and loneliness—when people decide not to take the bus trip that day because their finances are, perhaps, a little tight.

I remember one woman who wanted to go into an institution in Durham region because she had had a stroke and was unable to get upstairs to clean the upstairs part of her home. It bothered her that it wasn't being cleaned and she couldn't afford to have a homemaker in to clean it. That was her major reason for going in.

The medical reason would be given that she had a stroke and she wasn't capable any more of maintaining herself in her home and the doctor would have been under pressure to come up with that kind of answer. But the real motivating reason was that she felt she could not maintain herself independently because she couldn't afford the services—the \$4.20 an hour it was at that point for a homemaker to come in.

Unless you've got studies to say that that's not the case, I just can't believe that it's not.

Hon. Mr. Norton: If our program is in place in the community, it shouldn't cost anyone \$4.20 an hour for a homemaker, unless they have substantial income.

If what you say is true, it would seem to me that we ought to have greater pressure for residential care in our homes for the aged. And that's not the case. In fact, we have vacancies in our homes for the aged. If people were being forced to make the decision to move into homes for the aged because of their economic circumstances, it would seem to me there would be that pressure. The pressure that does exist is mainly in the area of extended care, not in residential care. In fact, we have approximately 2,000 vacancies in homes for the aged across the province.

Mr. R. F. Johnston: In terms of residential care?

Hon. Mr. Norton: In residential care.

Mr. R. F. Johnston: There are some very good reasons for that, in addition to the ones you're raising. The case of the Timmins

Golden Manor institution is a wonderful case in point that I'd love to raise.

The administrator of that home said to me, "We don't have a waiting list for ambulatory care. You may be surprised at that." I said, "I am a little bit." He said, "The reason is none of them want to come in here because it's already a chronic-care hospital in a lot of ways and we're overcrowded. It's not a place where anybody who is capable of looking after their own rooms and making their own lunches and suppers would want to live."

I think that's the case, not for all your homes for the aged by any means, but it is one of the reasons why people don't want to go in any more. The nature of homes for the aged is changing. They're less amenable now for people who are normal-care people. And there are other kinds of alternatives.

Hon. Mr. Norton: That may be with some of the homes for the aged; I don't think that is generally true across the province, that by virtue of the appearance of the place and so on, people are deterred from moving in.

Mr. McClellan: You're looking at the thing in isolation, You're not taking into account, for example, the phenomenon that's reported in the Metro social services report on lodging homes.

It's all right to say there have been changes in our homes for the aged and they take in a different group of people. That's not to say that single elderly people are finding adequate accommodation somewhere. They're not. They're going into hideous, semi-slum or slum boarding homes which, in the words of the report, are analogous to our original houses of industry and poorhouses in the 19th century. You, as minister, can't afford to ignore the reality of what's going on in the larger urban communities, where people who are single and elderly simply cannot afford adequate, decent accommodation.

They may not be going into the traditional, municipal homes for the aged because they have been turned increasingly into almost chronic-care hospitals, but they are going into a different kind of institutional care, such as the slum-boarding homes and they're going into them in large numbers.

Hon. Mr. Norton: To what extent what you say is true, I don't know. I really don't know for sure. I think even in Metro there are places available for persons such as you have described in homes for the aged if they are unable to find appropriate accommodation elsewhere.

Mr. McClellan: No, no. I agree with you that that's not an alternative. Neither are boarding homes an alternative. Whether the alternative is—

Hon. Mr. Norton: You're changing the argument. The argument that was raised initially was that people were being forced into residential care for economic reasons. I'm saying that does not appear to be the case.

Mr. McClellan: I'm saying to you—and this was the only point I was trying to make—that when you're talking about institutional care, you need to be looking at these particular boarding homes. They are a form of institutional care. They're part of the private sector and they're unregulated. They are as much a part of institutional care as anything else because they are all that's available.

The point is that people can't afford an adequate standard of living, or adequate accommodation, or adequate food, or adequate anything on what they're getting

through Gains.

Hon. Mr. Norton: Again, I can simply say I don't know what proportion of the people would fall into the category you describe.

Mr. McClellan: Read the report. You may not have had a chance to read the report. I just ask you to read it.

Hon. Mr. Norton: I haven't had a chance to read it myself yet. Certainly, the development of senior citizens' housing has relieved that situation for literally thousands of elderly people across the province. I think it has been a significant factor as well in relieving the pressure on homes for the aged.

Mr. R. F. Johnston: It has in part. I don't think anybody here is saying there aren't community services and there isn't some kind of housing facility brought in and that that is going to have an effect in terms of not going into a home for the aged because we're calling for that kind of institution. There are breaks like getting your apartment at a lower rent than you could pay for your house.

One of the facts of life for an old pensioner, rather than a young pensioner—some-body 75 and over—is that their savings have really diminished by that time. Their income is much lower in point of fact than that of somebody who is 65 to 70 years old. They start to feel that pinch.

Maybe the move is through public housing or through boarding homes or whatever, but they're out of their home because financial constraints hit there first. Then they don't turn up in homes for the aged until they've got some sort of ailment because they're now much older.

I still say the progression, the base of the whole thing, is financial. That is beyond any community-care program you could ever bring in or any other preventive health-care program that could ever be brought in by this program. That is the major rethinking that's essential. Without that, all the rest of it is so much window-dressing.

Hon. Mr. Norton: In terms of the persons involved in the 27 projects across the province at the present time, one of which I think you have had some problem with, 57 per cent of the people involved in those programs are residing in their own homes; 15 per cent are residing in apartments; 22 per cent are residing in senior citizens' apartments; two per cent are residing in a flat, room or boarding house; and three per cent are residing in "other." I don't know what "other" would include. I suppose that might be with members of their own family and that type of thing.

Mr. Sweeney: Is that a particularly specialized group we're talking about or is that all of the population?

Hon. Mr. Norton: These programs are spread through communities across the province. To the best of my knowledge, they are not specialized in the sense that they select particularly the people who come to them.

Mr. R. F. Johnston: No, but their methodologies are all quite different. They're a decentralized urban and rural mix. There are some others, like the Sarnia experiment, which is a very centralized one of the same kind that is in the vicinity.

The thing we ran into when we were providing care was that we were getting to people who were not being served by any other agency anywhere. That was the most interesting statistic for me, not the breakdown. In fact, our incidence of people living alone was even higher than that percentage, as I recall.

The fact of the matter was that we were dealing with the elderly-care work, with people who had never been identified by anybody else. A lot of the stuff we were dealing with were things like transportation, medical appointments and repairs to their home, which they otherwise might not have undertaken because of money. Everything, in my view, that we ran into—well, not everything; I wouldn't want to be that gross. Most things had a financial basis. That was the beginning of the pressure to get out of the home and into some kind of institutional backup.

[5:15]

Hon. Mr. Norton: I note there are some very interesting things that are happening, not at the instance of our ministry but at the initiative of senior ctizens in various communities across the province, one of which happens to be the community in which I live, where in our case, it's the senior citizens' council which has organized those very kinds of services covering a whole range of home repairs, assistance in the home, transportation to medical appointments, transportation to shopping. In fact, they've almost established a support system based upon exchange of service and barter which is working very effectively among the senior citizens in the community.

Mr. R. F. Johnston: We don't expect it of other groups.

Hon. Mr. Norton: On the other hand, in terms of the health of the community, it's probably a very healthy development.

Mr. R. F. Johnston: That's right. It should never be a replacement for those people having an adequate income, to be able to live the kind of lives in any way they choose without having to be dependent upon volunteer agency assistance.

Hon. Mr. Norton: I'm not sure that being dependent on a volunteer agency is much different from being dependent on a professionally-staffed agency. Surely, the healthiness that results from a voluntary relationship within the community is probably even greater than is the health that results from a relationship with a professional agency.

Mr. R. F. Johnston: Definitely. Absolutely. I won't argue with that. But it can never be a replacement for a basic income.

Hon. Mr. Norton: I'm not suggesting it should be.

Mr. R. F. Johnston: That's the danger. If I can I will move on to some other aspects of institutions.

Mr. Sweeney: Once again, I have a supplementary to Mr. Johnston's point. Mr. Minister, to you through the chairman, you seem to be arguing that the most important incentive is not financial. Does your ministry have any kind of studies to illustrate what the most significant incentives are?

Hon. Mr. Norton: Do you mean incentives to go into residential care?

Mr. Sweeney: Yes. I've heard things bandied around like people are lonely, they're ill, or whatever it is. Quite frankly, listening to the by-play here, is that just as much a guess as somebody else's?

Hon. Mr. Norton: No.

Mr. Sweeney: What have you to support that contention?

Hon. Mr. Norton: I don't know of any survey that has been done by testing attitudes or polling people to find out why they made that particular decision. I don't know of any that's been done, but then I don't know of any that have been done that's proved the contrary.

Mr. Sweeney: What I'm trying to get at is this, if you're putting programs and services in place, you're paying for them and providing personnel for them, and you really don't know why people use those services. Have you decided what to put in place, how many to put in place, or where to put them in place?

Hon. Mr. Norton: Surely one doesn't have to poll opinions to know that individuals living in the community have certain needs at a certain point in their lives; that they're unable to perform certain tasks without some assistance.

Mr. Sweeney: Excuse me, Mr. Minister, if you're putting services in for the wrong reasons, or where they wouldn't be needed if you did something else which could be, from a human relations point of view, more effective or economically more effective, what then? I'm really trying to get to grips with it.

Hon. Mr. Norton: The 27 projects, for example, that are operative in the province now are all subject to evaluation. I have some evaluation material here, but I haven't had a chance to read it myself, yet. That was what I was quoting from, in fact, earlier.

Mr. R. F. Johnston: I presumed that. The government put a lot of time into that.

Hon. Mr. Norton: We're not just doing it without any examination of what needs the programs are meeting. The programs are being evaluated.

Mr. Sweeney: Actually, you've already got everything else out there.

Hon. Mr. Norton: It's hard to evaluate a program if it doesn't exist. These are projects that were established for the purpose of meeting the needs, but also evaluating what the best approaches might be.

Mr. Sweeney: So you're evaluating what's already there, rather than trying to come to some conclusions as to what should be there?

Hon, Mr. Norton: We hope to learn the answer to your last question from doing what we're doing.

Mr. R. F. Johnston: One of the major problems for the evaluation as laid down is that it is a first shot—it's the second shot; I believe it was operated this summer as well. Primarily, aside from being a quantitative analysis rather than qualitative—it's very hard to do the qualitative—there is very little opportunity for client response in terms of being able to expand on their feelings in matters and there was no control to judge it by. I think that's a major weakness in any attempt to evaluate the 27 programs.

The conundrum, it seems to me, is in placing programs in a vacuum. It is not a total vacuum because there are some isolated examples of how it works in one place and what works in another place, but you don't have the basic framework as yet to plan comprehensive community-care programs. That's why I get frustrated by not being able to have anything specific to deal with.

I'd like to deal, if I can, with the other end of this-institutional care-as it affects

your ministry at this point.

My view of homes for the aged is that the reality now is that they are in some cases more of a nursing home than a nursing home. They are often, in their special-care wings or whatever, dealing with cases that nursing homes wouldn't take. The kind of assistance required for those people is more severe than some of these private nursing homes wish to handle. I think it has all sorts of implications for getting new ambulatory people into those institutions. As these institutions get older, and the people in the instittuions get older and have more chronic complaints, it's going to be harder and harder to get ambulatory younger old people to enter and have the mix there used to be back in the early 1960s.

There are three major issues here. One is providing a complex of community care to keep people in the community. The other is to provide them with the basic income that should maintain our older people at a decent level. The third is to have the proper institutional care there. At the moment, it seems to me there is a flux in institutional care.

I have a real concern that a policy decision might be made by your ministry that because the homes for the aged are now becoming like nursing homes they become chronic-care hospital-nursing homes run by the private sector.

I want to know if there has been any decision made by your ministry. I'm concerned when I see no more capital funds or very little being made available, when I go to some place like Golden Manor in Timmins and see the condition that place is in. We talked about it after, rather than during, the last session when we were dealing with adult services.

To reiterate some of the problems, the place is oppressive, with very narrow corridors. They are ridiculously narrow, even though the place was built at the same time as others which were much better designed that way. Everything was jammed in. There was hardly any room in the rooms for people to bring any of their own goods. You could bring in your own dresses and things but they had to fit. There was no more room than this for dressers and therefore nobody could bring them. There are no personal effects in most of those rooms.

The craft room is a tiny little area which hardly anybody can use at a given time. There is a very large number of people in the home who are chronic-care recipients of that kind of assistance. You now have the situation where there are going to be 20-some new nursing-home beds in the area and 20 new chronic-care beds in the hospital. Apparently there are already enough people in the hospital to fill those chronic-care beds.

The nursing-home people have already indicated to the administrator of this home for the aged that they don't want any of his patients because they aren't the kind they can easily manage. Therefore, neither of these new facilities, as they come on stream, is going to be any solution to the basic problem at Golden Manor.

It seems to me the ministry should be making its decision. Either it's going to upgrade these facilities gradually and turn them into chronic-care facilities and make that policy decision that the old concept of a home for the aged is no longer appropriate. Or, it's going to try to maintain homes for the aged and therefore it's going to have to get a lot of the chronic-care people out of there. Otherwise, I don't think the kind of living mix you're getting is going to work sociologically. Or you're going to have to turn it over to the public sector and let them deal with the problem.

Hon. Mr. Norton: Public or private?

Mr. R. F. Johnston: Private, sorry. Oh, my God, I can hardly say it, it hurts me so much.

I look at the Fairview Lodge in Whitby, which is the same age as the Timmins home, but which is in much better condition. They have wanted to upgrade their chronic-care wing for some time. The region of Durham has done a long-term care analysis of the bed needs and has put a request in to you requesting a new home for that region as well.

I agree with you that that should not be done until such time as you decide on what the function of the home for the aged is going to be, but I presume you must have some idea.

What bothered me was to go to Timmins and see this place in what I consider to be in a very bad condition. It was not a pleasant place for somebody to go and spend their last days. A lot of the pejorative concepts of homes for the aged in the old days prior to, say, the early 1960s when they were really upgraded came to mind. I don't think there is proper staffing there for the kind of people who are resident there.

I want to ask you, what are your plans? You have no money to upgrade facilities, or very little. There is one up there which is just dying to be changed. Fairview wants to have appropriate equipment, et cetera, for its wing. I think there was money coming to them because there was a local donor around in Oshawa who had some bucks that might have helped you out. But I am wondering what your policy is going to be in that area? Is it totally laissez-faire?

Hon. Mr. Norton: I can't at this point indicate to you what the policy is going to be. I can tell you very briefly what we are doing.

We have at the present time, in conjunction with the Ministry of Health and the Ministry of Housing, a group working on the whole issue of appropriate accommodation for the elderly. It will be making recommendations for our consideration in the area of rationalizing some of those issues you have touched upon. There is no question the character of homes for the aged has changed very substantially and dramatically in the province over the last number of years, to the point where now the average age of admission is in the low 80s. Within my lifetime I can remember when the average age of admission was probably under 70.

I think those changes are influenced by a number of factors. One is the improved economic situation of elderly people over what it was 20, 15 or 10 years ago. That is probably one factor; another may well be the improved health of the elderly so that they are able to maintain themselves more independently to an older age. I think the availability of alternatives is another important factor in influencing the change—the fact that there are now across the province many senior citizens apartments that didn't exist a few years ago.

So when one takes all of those things into consideration, it probably was predictable that the character of homes for the aged would change. It is true that in many respects the homes for the aged are very similar to nursing homes in the population they serve. We are addressing that matter with the Min-

istries of Housing and Health to try to rationalize on a broader basis the question of accommodation for the elderly.

Mr. R. F. Johnston: Is there a possibility they would go into the private sector?

Hon. Mr. Norton: I've not heard that suggestion by anyone.

Mr. R. F. Johnston: Would you fight it?

Hon. Mr. Norton: I would not encourage it. It's not something I'd fight because it's never even been suggested, to the best of my knowledge.

Mr. R. F. Johnston: I am only dealing hypothetically, of course.

Hon. Mr. Norton: One should never jump with hypotheses,

Mr. R. F. Johnston: Thank you, Mr. Chairman. I took too much time.

Mr. Chairman: I should remind the committee we'd like very much to carry this vote tonight prior to six o'clock, Mr. McClellan and then Mr. Sweeney.

Mr. Wildman: How come you always say that when I walk in?

Mr. Chairman: Oh, I didn't realize you had walked in, Mr. Wildman. We'll make a special time for you—after six o'clock; the late show.

Mr. McClellan: I'll try to be as quick as possible, because I would like to finish vote 2902 today as well, simply so that we have sufficient time to deal with children's services tomorrow.

First, and just very briefly, coming back to the question of your policy on paying fuel bills, I have a case here which I will give to Mr. Alfieri forthwith. It indicates the confusion.

It's a letter I received from a woman in Bethany, Ontario. I'm sorry I didn't remember I had it with me when we were discussing it, but it illustrates the problem.

"My name is 'L.' I am a widow 54 years old. I have four medical reports stating I am permanently unemployable with asthma. I am on welfare. I receive \$150 per month and \$36 for fuel. I owe \$321 to Hygrade Fuels in Scarborough for last winter. The welfare paid \$100 but will pay no more.

"I have been going to review boards since February but have had no satisfaction. I have to go to another review board October 30 in Peterborough.

"I don't know where they expect me to get oil for \$36 a month. I hate to see the oil company not being paid but there is nothing I can do."

I gathered, when we contacted her, she was told by the welfare office in Lindsay and

by her welfare worker that she ought to sell her house and then she wouldn't have this

fuel problem.

You will understand perhaps our confusion around the ministry's policy. I may in fact have already sent this over to Mr. Alfieri because this is a Xerox copy. I'll check with my office. If it hasn't been sent over it is in the process of being sent over.

But again, it illustrates the dilemma in that we don't know the policy. I suspect some of the ministry's own staff within the field services section don't know the policy and municipal welfare officials probably either don't know the policy or choose to violate the policy. So it speaks to the need to make the policy crystal clear and make sure the fuel bills are being paid in full.

Hon. Mr. Norton: We will be glad to check into that for you. If it is a municipal case it may be, as in the whole area of municipal assistance, there is some discretion involved at the municipal level. But we can check on that for you.

Mr. McClellan: That doesn't jibe with what you said a few minutes ago. If it's something that's available only on municipal discretion that's not the same as it being available as a matter of right under the General Welfare Assistance Act.

Hon. Mr. Norton: No, the cases we were discussing earlier were under family benefits.

Mr. McClellan: No, no, if you check back to Hansard, you will see that we were asking specifically whether that applies as well to general welfare assistance. We were—

Hon. Mr. Norton: If that was stipulated then I didn't understand that when we were talking about the earlier cases, It is available on a discretionary basis through GWA as well. But the situation I was describing earlier was intended to apply to family benefits recipients.

Mr. McClellan: So then it's only available to welfare recipients under supplementary aid or special assistance? No? How does that work?

Mr. Alfieri: Mr. Chairman, perhaps I did fail to mention that both aspects of the excess fuel provisions are discretionary. So in respect to the particular case the honourable member has mentioned, the only thing I can say is I will look into it.

Mr. McClellan: It is discretionary in both cases?

Mr. Alfieri: Yes. As a rule we pay the excess fuel and the only discretion we normally exercise is that on occasion in addition to paying the fuel, realizing that this would

be a perennial problem, we start suggesting home insulation and other things for which there is not a program at present.

Mr. McClellan: But that doesn't solve the problem of municipal welfare recipients. What happens if a municipality refuses to pay this woman's fuel bill, for example? Would the province step in? Do you have the authority to step in and reimburse her?

Mr. Alfieri: The province itself wouldn't have the authority because the law provides for discretion. The social assistance review board however would, because the board has the same authority to make a decision that the administrator has.

Mr. McClellan: I suggest that's something that needs to be looked at, not just in terms of individual cases but as a matter of policy. Energy prices are not something that welfare recipients can afford.

Hon. Mr. Norton: I would hope that in a case like the one you described with the person on the fuel would receive a very fair hearing.

Mr. McClellan: It shouldn't be necessary. You know as well as I do there are jurisdictions where the request will be granted as a matter of right—or almost as a matter of right, since it isn't a matter of right. It would be granted as a matter of course in Metro Toronto, for example; in other jurisdictions it would be denied as a matter of course and that is not equitable.

I'd go back again but we don't have time. It makes increasing sense to me that there be one administration of income maintenance in this province and that it be, over a period of time, assumed by the provincial government. It makes no sense at all to continue a dual program and a dual administration.

We have had this discussion in the past and I think you are at least receptive to the idea and are exploring it. I urge you to proceed because in some parts of the province people are treated with a certain amount of dignity and respect and their needs are met under general welfare assistance. In other parts of the province people are treated in a humiliating and degrading manner and are systematically denied their entitlement—Sudbury again. That has to stop.

What occurs to me to be perhaps a useful suggestion to you, Mr. Chairman, procedurally, is if we agreed that we would pass the vote to it but if I could be allowed to deal with developmental services as a complete program. It is now split. Part of the program—this is the services to the mentally retarded—is under adult services and part of the program is under children's services. This is

an artificial distinction for estimates purposes. I don't really want to separate my remarks

between adults and children.

I will set aside the remarks I wanted to make about programs for mentally retarded adults and deal with the mental retardation stuff tomorrow when we are dealing with it in relation to children and touch on just one or two points, if that is acceptable to the committee. Then I can turn the floor over to Mr. Sweeney and he can conclude.

Mr. Sweeney: I only have one point.

Mr. McClellan: I have three or four points. Is that acceptable to you, Mr. Chairman? I just have a couple of points that deal with zoning bylaws which affect both adults and children; homes for special care, which deals with adults and children; the issue of community facilities for the retarded in Metro Toronto, which is adults and children. These are not things that can be split easily.

Mr. Chairman: It is quite acceptable to me.

Hon. Mr. Norton: That only thing I request in terms of tomorrow, if I might—and this is to assist Mr. Carman—I would appreciate it if we could deal with developmental services early in the afternoon since he has a commitment to meet with one of the federal ministers in the mid-afternoon.

Mr. McClellan: Okay. Let me then try to cover a couple of points I wanted to make.

First, dealing with social services: we have received correspondence from the family service association. I gather they are making an appeal again, for the umpteenth time since the Canada Assistance Plan was enacted, for the province to pick up its fair share of support. Again, it is my understanding—please correct me before I go any further—that the province does not pay a percentage share of the items shown under vote 2902, item 3, purchase of counselling service from family service agencies.

Am I incorrect in saying that item is split 50 per cent federal government and 50 per cent municipality?

Hon. Mr. Norton: Which page are you on, Mr. McClellan?

Mr. McClellan: Page 76 of the blue book, which is item 3 of vote 2902, purchase of counselling services from family service agencies.

Hon. Mr. Norton: Your question again was do we—

Mr. McClellan: Is there a provincial share in this item? My understanding is out of the \$740,000 shown, the provincial share is zip and the feds pay 50 cents of each dollar and

the municipality pays the other 50 cents. Is that wrong?

Mr. Anderson: Mr. Chairman, I think there might be some confusion on this. The purchase of counselling services is indicated as \$740,000, of which I believe the \$300,000 grant we make to the Ontario Association of Family Service Agencies for distribution among its member agencies is totally unsubsidized by the federal government. That is a straight grant.

The other \$440,500 is basically the purchase of service for counselling made by our own district offices in the various communities for family benefits cases only. On that we would receive a subsidy of 50 per cent through the federal government. So roughly \$220,000 of that amount is federal money. The balance, the other \$520,000, is ours.

I think the confusion may be, Mr. Mc-Clellan, that the purchase of service to which you are referring through the municipalities is under general welfare assistance and subsidized there.

Mr. McClellan: Where does that show up in the book?

Mr. Anderson: That would be under cost of administration on income maintenance, page 48.

Mr. McClellan: Any municipalities seeking to make family counselling available to people within that municipality would have to pay 50 per cent of the cost, the federal government pays the other 50 per cent of the cost and the province still pays zip.

Mr. Anderson: This is the area in which there is not a provincial pass-on, but it includes both the purchase of service and the staff family counselling, which may be done by some municipalities. That is why it is—

Mr. McClellan: If I can ask the minister, is this a matter that is under review?

Hon. Mr. Norton: Yes.

Mr. McClellan: I assume the province is looking towards providing its fair share of cost sharing to municipalities to enable municipalities to provide through the family counselling service, their social services department, or through purchase of service, or through contract, the same way they provide day care, for example.

Hon. Mr. Norton: Yes. It is presently included as an administrative cost and we are looking at the possibility of moving it out of that, which would have the effect of changing the cost sharing to the same basis as most other shared services, on a 50-30-20 basis.

Mr. McClellan: I have always been intrigued by the different ways you treat family counselling and credit counselling. Do you pay 100 per cent dollars for credit counselling services? This is again shown under vote 2902, item 3, grants to agencies for credit counselling services. It has always been a larger amount of money than the amount of money you have been prepared to pay to family counselling agencies.

Hon. Mr. Norton: What page are you on?

I am sorry.

Mr. McClellan: Page 76 of the blue book. We are back to page 76.

Hon. Mr. Norton: Okay. Would you repeat the question, please?

Mr. McClellan: You pay 60 per cent of the cost of credit counselling services.

Hon. Mr. Norton: Yes.

[5:45]

Mr. McClellan: As I say, it has always struck me as one of the more bizarre features of these estimates and your ministry's sense of priorities that you've always been willing to pay more money to credit counselling than you have for family counselling. In absolute terms, you've always assumed a responsibility for cost-sharing credit counselling and have always refused to assume an adequate cost-sharing formula for family counselling.

When you look on page 78 of the blue book it shows the percentage of Ontario population with reasonable access to service—this is really astounding—is 93 per cent. Ninety-three per cent of the population of Ontario has reasonable access to credit-counselling service as opposed to family counselling service, or home-support service or as opposed to any other form of social service. Again, I find that bizarrely interesting.

To clear my sins I should tell you, Mr. Chairman, I had to do a thesis once for a degree. I did it on the development—of all things—of credit-counselling services.

Mr. Wildman: You're at fault then.

Mr. McClellan: I came out of the experience with a relatively absolute jaundiced view of credit-counselling agencies. By and large they were set up by and for the credit industry to serve the needs of the credit industry. They operate as a very sophisticated and humane collection service. What they do is provide an orderly, humane and painless way of repaying consumer debts. I don't deny the necessity of that kind of a service, although I question the way credit-counselling services go about performing their duties.

I had a case brought to my attention by one of my colleagues of a councilman in his constituency in the Hamilton area. He had paid off something in the order of many thousands of dollars, discovering after making these prorated repayments he hadn't paid off a penny of the principal. He's simply been paying off interest.

Mr. Wildman: Better to declare bankruptcy.

Mr. McClellan: In some cases it's far better to declare bankruptcy, which has been a tool available to credit-counselling services in the province of Quebec from their inception out of the credit union movement, but that has never been seen as part of the repertoire of available services by our credit-counselling agency.

Again, I would urge you to pay some considerable attention to what they do, just for your own edification if not amusement. I call into question your sense of priorities, when 93 per cent of the population are covered by credit-counselling services and some communities don't have meals-on-wheels, home support and friendly visiting services to the elderly, and most communities don't have any kind of family-counselling agencies to provide marriage counselling and to assist families facing marriage difficulties or breakdowns. As I say, this reveals what can only be described as a bizarre sense of priorities.

Hon. Mr. Norton: Maybe I should just comment at this point—before you go further in your remarks—on what you've said up to this point. I'm sure there may be cases like the one you describe. I must say I am more familiar with the fact that in many cases the service is successful, for example, in having interest forgiven, or getting a heavy discount through negotiations with the creditors in order to assist the person to work their way out of debt over a period of time.

The case you describe is rather shocking, that someone should make payments over a lengthy period of time in anticipation of discharging the debt and then discover they've only been paying interest. That ought to have been carefully explained at the beginning so the person had some options and may in that case have chosen, if it was that bad, to declare personal bankruptcy.

In other cases, though, I have seen it is a very effective vehicle to help a family which was under stress by virtue of its financial situation re-establish a stability that had been lost as a result of circumstances.

Mr. McClellan: As I say, this is one of the few areas where I actually know something about it.

Hon. Mr. Norton: I happen to know a little about it too, but not because I did a thesis on it.

Mr. McClellan: There are so many things that I wanted to deal with and we're out of time. The work-incentive program; I made half of my remarks on that and not the other half dealing with the full-time program.

Let me just ask you two questions. First, it appeared from your announcement that you were describing a temporary wage supplementation program which would be run on a two-year basis, but that at the end of two years—it was a legitimate interpretation from the material that was provided us—the program would be terminated.

I've had some discussion with your ministry officials who say that isn't necessarily so, but I think it's very important for you to make a clear policy statement with respect to your intentions concerning any people who will be going on to the program when it starts in January—whether you intend it to be a two-year wage supplementation which will terminate after two years for any individual, or whether it's something that will continue. Because you understand—it's self-evident—that will be a factor in whether somebody chooses to go into the program or not.

If you go into the program and you're at the minimum wage and you work for two years under wage supplementation, your wage isn't going to go up. That's not the pattern in many minimum wage sectors. In minimum wage industries the workers stay at the minimum wage or move marginally above it, so at the end of two years if somebody faces the prospect of having 20 per cent to 25 per cent of one's income removed along with all the benefits—OHIP, dental, et cetera—that's a positive disincentive to go into the program.

Perhaps you could clarify that. Is it a twoyear program or is it something that an individual could expect to continue for as long as he or she would remain eligible?

Hon. Mr. Norton: Perhaps I could start by pointing out what the program was designed to address. I had heard from a number of groups representing family benefits recipients, including the handicapped and single mothers on family benefits, on the subject of the difficulty in making the transition into employment; the insecurity that resulted from the uncertainty of success in the transition; the relatively sudden withdrawal of drug benefits and dental care for the children and those kinds of what one might call fringe benefits.

In fact, on a number of occasion I had persons who were in the transition, without the benefit of this, come and talk to me indi-

cating after the three-month transition that if it had only been possible to have it for one year they would have felt more secure in making the complete move. So it was primarily to assist in that transition, not to force people, of course, into making the decision, but rather to assist those who had made the decision to move into part-time or full-time employment. The program was designed for a period of two years to give maximum opportunity for the establishment of-I have never had anyone request the two-year period. In fact, the most that had been suggested to me was a one-year period. But, in order to ensure that there was ample opportunity to establish some stability in the employment they were seeking, we chose to go to two years.

Mr. McClellan: So it would terminate after two years.

Hon. Mr. Norton: Yes.

Mr. McClellan: What is going to happen to an individual who goes into it in January, stays at the minimum wage, works for two years and is still eligible at the end of two years? Are they going to be cut off?

Hon. Mr. Norton: At the present time, the program is to run for two years. We are looking at a provision for extension under some special circumstances where a relatively short extension may make the difference between a person's being able to succeed or not. Otherwise, yes, it is for a two-year period.

Mr. McClellan: That is totally absurd.

Hon. Mr. Norton: I believe if we are to get into income supplementation then there are other much more appropriate ways in which to do that.

Mr. McClellan: I do too.

Hon. Mr. Norton: This is not intended to be an income supplementation program.

Mr. McClellan: What is it intended to be? This isn't an incentive. Surely you must realize that.

Hon. Mr. Norton: It is obviously not an incentive for every individual, but it is for many people. Many people who do understand it have responded very favourably to it. I respect the fact that in your role as critic you are doing the responsible thing in being critical of what to you are obvious weaknesses in the program. All I am asking is that you understand what the purpose of the program is. It is not intended to be a panacea in terms of income supplementation. I have never suggested that it was going to be an income supplementation program. It is to enable those persons who have made a decision to move into employment to have a period of support and security to establish themselves in that employment. That is precisely the kind of thing that is intended.

Mr. McClellan: At the end of the period, they will plummet economically from a position, I would say, of relatively generous subsidization, taking into account the amount of the subsidy, plus the benefit package, to a position of total inadequacy.

Hon. Mr. Norton: Only time will tell, won't it?

Mr. McClellan: It is inevitable.

Hon. Mr. Norton: That may well be true in some cases. I would suggest that that will not be true in the majority of cases.

Mr. McClellan: I would ask the minister to provide us as quickly as possible with full information about the program, the administration of the program, application procedures and eligibility entitlement.

Hon, Mr. Norton: Do you mean here now? Mr. McClellan: No. As soon as it is available.

Hon. Mr. Norton: All right.

Mr. Sweeney: Mr. Chairman, I am very conscious of the time.

Hon. Mr. Norton: That's right. No tickie, no Tut.

Mr. Sweeney: Yes. I will cut it down to one question.

There was an extensive conference on the family here in Ontario about a month and a half ago. Doug Barr from the children's aid society made reference to a report called Women and Poverty, which was to be released in October. I understand that there was considerable reference in that report to the dilemma in which single-parent mothers find themselves. There were references as to what they were actually able to do with the various sources of funding that were available to them.

Given that we have spent quite a bit of time, both in estimates and out of estimates, talking about the position single-parent mothers find themselves in, what in that report has made any impact on the policy of your ministry? Are you not aware of the report?

Hon. Mr. Norton: We haven't had a chance to analyse the report. I don't know who has produced it.

Mr. McClellan: It is the National Council of Welfare's latest.

Mr. Sweeney: Since the reference was made almost two months ago, since it was specifically in light of single-parent mothers, and since we had an announcement today from the policy secretary that the status of

women report was being released, I assume that some reference could be made to the fact that single-parent mothers find themselves in many cases in very precarious positions. The references to the report—all I have is references, I don't have the report either—would indicate it is even more serious than we thought it was.

[6:00]

I guess the only thing I can say at this point in time is that when you and your officials have a chance to look at that report, if in fact what Doug Barr says is in it and the implications that he draws are in fact in it, could we expect some kind of reaction statement from you as to how your policies with respect to single-parent mothers may change? Is that reasonable?

Hon. Mr. Norton: I have to have a chance to look at the thing first to know whether I am going to be responding to it or not. I don't think anyone on the staff has had a chance at this point to do an analysis of it to become familiar with it, but feel free to raise this with me in the near future, at which time I might be familiar with it.

Mr. Sweeney: We will raise it before that, Mr. Minister.

Hon. Mr. Norton: I said in the near future. You have question period four days a week.

Mr. Chairman: Mr. Wildman, this will be short, or there will be no Tut for you tonight.

Mr. Wildman: Yes, thank you, Mr. Chairman.

The other night when we were on the first vote, I raised a question with regard to the Hornepayne health and residential care unit and the fact that the Minister of Health had accepted the recommendation of the Algoma District Health Council. I don't really believe the minister's staff really knew what I was talking about. That might have been because it wasn't on the particular vote.

Subsequent to that date, yesterday I received a letter from the minister reiterating that he agreed with the principle of the thing and he was interested in outreach, but he was not going to spend any capital funds.

My question is, does this mean we are not going to be able to get anywhere with it because we are not going to be able to get the share from you, although we have been promised a share by the Minister of Health? Is it just not going to go anywhere? Are we going to be stuck in a situation where, because two ministries are involved, one has money, the other doesn't, we are not going to be able to be able to go ahead with the replacement of that building?

Hon. Mr. Norton: Do you personally have a commitment from the Minister of Health, because we are not aware that a firm commitment has been made?

Mr. Wildman: You keep saying that to me. I have a letter from the minister saying that he accepts all the recommendations of the Algoma District Health Council, reiterating what they are, and saying he is committed to going ahead with that and saying that he is in contact with your ministry and discussing the whole thing and the implication of it.

Subsequent to getting that letter I got a letter from you saying you weren't aware of the darned thing. I wrote back to you and asked how you could not be aware of it, the Minister of Health told me he was talking to you about it. Now I have a letter from you saying, "Yes, we agree in principle with it but we haven't any money."

Hon. Mr. Norton: Particularly in cases of replacement capital, that is, I must say, shortages of capital, pressures on capital that exist, replacement is not a high priority.

Mr. Wildman: It is a prefab building and up there it gets pretty damned cold in the winter time.

Mr. Anderson: The minister was asking about that and, as far as our ministry is concerned, our officials are in contact with the Ministry of Health. We have accepted the principle of the program up there. It is just a question of priority for that building as against other buildings that perhaps need to be replaced. This is not necessarily an expansion of services but a replacement of an existing building.

While it may be in a condition that is not satisfactory for the long term, it doesn't have the priority that certain other buildings might have in our capital program. Dr. Williams understood, on the site with the Ministry of Health people, that they feel much the same way; although everyone endorses the program there was not an indication to our staff that they were prepared to put up immediate money in the Ministry of Health.

Mr. Wildman: He is playing a game saying, when you guys are ready he will put up the money, and that way he doesn't have to worry about being the one who says no; you guys are going to be the ones to say no.

Hon. Mr. Norton: Are you suggesting your information is that the Ministry of Health has indicated it will put up the capital?

Mr. Wildman: Yes. Why don't you check it out? You check it out.

Hon. Mr. Norton: All right, we will do that.

Mr. Wildman: At any rate then, what you are saying is perhaps similar projects might go ahead in other communities because they wouldn't be replacements.

Hon. Mr. Norton: No, we have one particular capital project which has been a high priority because of the whole question of safety.

Mr. Wildman: You misunderstood my question. I wasn't arguing with that, I am just saying if in other cases there was a similar proposal made for the same kind of facility, since this is a model for the north—you have said that, the Minister of Health has said that—and it is in an area that doesn't have it now, might you consider it, since in that case it wouldn't be a replacement, it would be a new building?

Hon. Mr. Norton: It is unlikely we would have capital for that either, but if you already have a building and you can go ahead with what you have, then I would suggest you proceed. Then, at some point in the future, if it has to be replaced, perhaps the capital will be available. But, I would not agree that because it does not meet optimum levels of expectation that you just say, that's it. We have to for a period of time get by with less than the optimum in our communities in order to provide services.

Vote 2902 agreed to.

The committee adjourned at 6:10 p.m.

# **CONTENTS**

Tuesday, November	6, 1979
Adult services	S-1143
Adjournment	S-1165

# SPEAKERS IN THIS ISSUE

Blundy, P. (Sarnia L)
Gaunt, M.; Chairman (Huron-Bruce L)
Gigantes, E. (Carleton East NDP)
Johnston, R. F. (Scarborough West NDP)
Martel, E. W. (Sudbury East NDP)
McClellan, R. (Bellwoods NDP)
Norton, Hon. K.; Minister of Community and Social Services (Kingston and the Islands PC)

From the Ministry of Community and Social Services: Alfieri, D., Director, Income Maintenance Services Anderson, J., Assistant Deputy Minister, Adult Services Carman, R. D., Deputy Minister

Sweeney, J. (Kitchener-Thorold NDP)

Wildman, B. (Algoma NDP)









No. S-41

# Legislature of Ontario Debates

Official Report (Hansard)

**Social Development Committee** 

Estimates, Ministry of Community and Social Services



Third Session, 31st Parliament Wednesday, November 7, 1979

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

### CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario. Editor of Debates: Peter Brannan.



# LEGISLATURE OF ONTARIO

Wednesday, November 7, 1979

The committee met at 1:02 p.m. in committee room No. 2.

## ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES (concluded)

On vote 2903, children's services program; item I, program administration:

Mr. McKessock: Mr. Minister, I have been contacted by Mr. Michael Lynch of RR 2 Ravenna, in Collingwood township, Grey county, in my riding. The Lynches run a group home there called Rivendell Children's Farm, licensed under the Children's Boarding Homes Act. Mr. Lynch and his wife look after six teenagers in their home.

Mr. and Mrs. Lynch run a good home at a low rate, and they are concerned that all the rates have been frozen. They agree that some should be frozen and rolled back, but they can't see that it makes sense to freeze one such as theirs, with a rate of \$30.19 a day, in the same manner as the rates are frozen for homes that run up as high as \$350 a day.

I think I should start by reading you a letter they have written to me, which spells out the problems fairly clearly. This is dated November 5:

"Dear Bob: Further to our conversation on October 31, 1979, I am writing to specify certain policies recently invoked by the Ministry of Community and Social Services which I think work an unfair and unnecessary hardship on some of the most valuable human resources available to the province. I refer specifically to the owners/operators of parent model group homes licensed and registered under the Children's Boarding Homes Act. I do not presume to speak for or act on behalf of any of the above-mentioned people, yet I believe that the hardships experienced in the operation of our home are shared by many of the homes in our circumstance.

"The minister's actions, I believe, were highly motivated, as the conditions that existed were inequitable. We had, until January 1979, essentially a free enterprise system whereby a service provider, hopefully licensed by the ministry, could develop a

program and then negotiate a per diem rate directly with the chartered service purchaser. For example, Rivendell initially negotiated a rate of \$26.50 per day per child with the Metropolitan Toronto Children's Aid Society. As there is an undeniable shortage of beds (treatment placements), service providers could charge either a fair and equitable rate, which would include a reasonable profit margin, or they could charge whatever rate the market could bear. This set of circumstances has led to prolonged abuses which have become public and undeniably cast the entire group home community in a bad light.

"The ministry established the scope of these problems by circulating a lengthy questionnaire soliciting a comprehensive statistical and factual analysis of the registered and unregistered programs. The material gathered prompted the ministry to freeze all current rates at 1978 levels and institute a procedure of rate reviews to be carried out under auspices of the newly appointed

regional directors.

"Some of the minister's justifications for a rate review process include: First, the ministry has a large financial commitment to provide residential care services; there must be fiscal and program accountability; second, if regional resource planning is to be introduced it is essential to have information on rates for resource allocations; third, there is a lack of service definition, which makes it impossible to compare the services performed by various providers, and in addition it is not possible to relate the rate structure to competence of service; fourth, there is a wide fluctuation of rates for similar services which make comparisons difficult, in 1978 per diem rates ranged from \$9 to \$350 per person per day and the amounts of and basis for special rate payments are not known, nor do written guidelines exist; fifth, the per diem rate within some facilities varies by as much as 30 per cent to 50 per cent depending on referral source; sixth, the quality of service varies, and there is some suggestion that there is no relationship between the per diem rates charged and the service provided."

I would like to stop here for a moment and just say that my constituent agrees with the six reasons the minister has listed in setting out the need for a rate review. Now I'll just go on with this letter for a minute.

"For verification I have provided the documents from the ministry from which I quote. I have no ministry document to verify the following statement, but to the best of my knowledge ministry spokesmen have stated that as of January 1, 1979 there are 180 unlicensed, unregistered residential treatment facilities in operation. This fact alone is an undeniable indictment of the inefficiency of the ministry.

"Literally millions of taxpayers' dollars have been spent by chartered service purchasers to purchase unspecified service from unregistered operators. How is it that the Ministry of Community and Social Services allows this condition to prevail? Who is ac-

countable?'

Now I want to stop here for another minute. He asks how has the minister allowed these conditions to prevail and who is accountable? I don't know whether you want to answer that or not. I know the ministry knows there is a problem and I expect that is why you froze the rates and have asked for a review, but here comes the problem in my constituent's case, and I will continue on with his letter.

"By freezing all rates, the operators with the lower rates, operating cost-efficient programs with the smallest profit margins, were frozen at the 1978 level. These are the people who are least able to survive the effects of such arbitrary funding policies. The unregistered operators, and the registered operators with the largest profit margins, were frozen at their unrealistic, high rates. The illogic and inequity of the policy is staggering."

Do you see the problem that he's trying to put forth?

"In general, service providers have negotiated annual adjustments to their rates, to reflect the rise in the cost of living and inflation. For the past four years, however, the percentage annual budget increases granted to children's aid societies, for instance, have been far less than the rate of inflation or the cost of living index. These agencies have only been able to adjust per diem rates to reflect their annual budget increases, rather than negotiating a new per diem rate which accurately reflects the added costs to and reduced purchasing power of the service provider. Once again this works an unfair hardship on those of us with small and no profit margins.

"The ministry then forwarded advised rates to the various programs, based on arbitrarily significant statistics taken from their questionnaire. The ministry explained their reasoning: 'This advised rate takes into account the . . . service volume and staffing level provided by your organization. Advised rates are based on increments from nil to five per cent, applied to the most frequent rate paid per December 31, 1978. In instances where the current charges exceed province-wide rates for similar service no increase is advised.'"

I'd just like to stop there for a minute. This points out that the advised rates were determined by service volume, number of children and number of staff. There again my constituent suffers because they were running a high volume with a minimum of staff, six girls and two staff, although the staff was a

man and his wife.

The ministry said: "Where current charges exceed province-wide rates for similar service no increase is advised." I guess not, because nothing was said about a rollback, or about \$30.19 being below the average per child. I believe the provincial average for such a facility as the Lynches have is between \$35 and \$37.

Hon. Mr. Norton: I realize you have more. I was wondering, in terms of maintaining some connection between the issues and response whether it would be appropriate for me to respond during the course of your presentation, or do you want me to wait until the end?

Mr. McKessock: Yes, it would; no, you can go on. I just want to point out here, in the case of the Rivendell Children's Farm, that it appears they're not getting enough because their staff is small, whereas the ministry apparently has come up with these advised rates on a staff-to-volume ratio.

Hon. Mr. Norton: I'll try to respond to the points you've raised so far. If I have missed any please don't hesitate to raise them again, I do want to respond as fully as I can.

First of all, it was necessary at some point in time, if we were going to review rates, to establish a point at which they were frozen. It would not have been possible, administratively, to try to review them at the same time they were carrying on with their regular increases. It seems that your constituent has some misunderstanding of what has previously been taking place and what is taking place at the present time.

[1:15]

First of all, his reference to the children's aid societies having reduced amounts for per diems in terms of the funding that was available to them—in fact it's been quite the reverse of that. The children's aid societies in the area of purchase of service for children from agencies such as the one you're refer-

ring to, frankly, have had a blank cheque and the rates were not under our control.

It was the one area in their service to children where we would pay our full share of whatever they were required to pay to find an appropriate placement for those children. That, in part I suppose, was one of the problems we were trying to address, because as a result of that, there had been the kinds of discrepancies develop—not entirely without justification.

Your constituent says that their per diem is below the average. That may be so. But one can't look at the whole range of service without knowing something about their program, and say that they are below the average and therefore they ought not to be reviewed, because there's a very broad range of levels of service that is provided to children within those programs.

I suppose the highest rate I'm familiar with in the province is the Royal Ottawa Hospital, in the children's mental health service they have there. I think their per diem has been running up to around \$200 a day. So there is that extreme at one end.

At this point, I couldn't agree, nor do I think your constituent could know, at this point, whether their service—the kinds of service that they offer in their residential program—would justify the suggestion they are below the average. They might, for the kind of service they offer, be at the top end of the scale, for all I know—without knowing specifically what they do provide for those children who are residing there.

It is a very complex picture that we're trying to get a handle on. In fact, rather than being arbitarary, we're trying to end what has been a pretty arbitrary approach over a number of years.

The reference to 180 unlicensed programs—I just don't know where that comes from, because I simply do not believe, nor do our staff believe, that that is the case. If your constituent has some further information on that, I'd be glad to have a look at it. Frankly, I don't know what he's referring to.

I don't know what he's referring to.

In terms of his talking about our arriving at arbitrary figures, that some would be getting increases and others would not and so on, that is not really what we have done. The information that was sent out was based on a careful analysis of the cost components in the various services, and I think a good sampling of those. The amounts that were arrived at—that he is referring to, I think—depend upon what the nature of the service is.

For example, if it is a heavily staffed children's mental health program that requires

a high ratio of staffing, then obviously the cost of that kind of service is going to be greater and that would be reflected. It also bore some relationship to the numbers of children who would be served, because that in fact does have an effect on overall costs. If there was certain broader spreading of the administrative costs and so one, that would be taken into consideration.

Mr. McKessock: This was part of their point here. It's a man and wife who are looking after six girls, whereas you might run into a situation where another facility might feel it had to have four staff instead of six. That way this rate review, the volume of children and the staff, was looked at with regard to how much they were worth.

Hon. Mr. Norton: That kind of consideration is not in itself, strictly speaking, a rate review issue, but rather it would seem to me that those who were purchasing that service for the girls would take into consideration the kind of program that was offered by a husband-and-wife parent-model residence. Those children, presumably, who would be placed there would require a different kind of care from those with placement in another kind of setting where there were treatment staff as well on the staff of the facility.

It does relate, again, to the kind of program that would be available and also to the needs of the individual children. I hope. I don't think we can say we could establish a fixed rate for all across the province and those who have higher staff ratios have less personal income as a result and those who have lower staff ratios have a much higher personal income. What is paid has to bear some relationship to what is being provided in terms of the service.

Mr. McKessock: That's what he's interested in having, right. He agrees with that fully.

Hon. Mr. Norton: Just as a matter of information, I'm not personally familiar with the service you're referring to, but it is my understanding that the staff have been in communication with the gentleman. In fact the rate review hearing for that service is scheduled for this Friday, November 9.

Judge Thomson: I might say, I've spoken personally with Mr. Lynch who called me three or four weeks ago with some eagerness to get the rate review process over in his case because he wants to make some decisions in December around the buying of another house. He wants to know what the result is of the rate review exercise so that he knows what capital he may or may not have to make that decision. We gave him

some assurance that before December we'd have an answer to him on what the rate would be.

Second, to illustrate the point the minister's making, what the rate review exercise tries to do is to compare similar costs in programs that may be different kinds of programs; in other words, to try to look at similar costs in areas like food, shelter, basic maintenance costs—those kinds of expenses. An \$80 program may be cheaper in those areas than a \$40 program. The reason it's an \$80 program is because it has a lot of added staff or a lot of added treatment people, but in the areas of shelter or food they may be quite a bit less than a \$40 program. As a result, the \$80 program may be entitled to a rate increase, whereas the \$40 program may not.

For example, we've looked at some programs where the rate may only be \$40 to \$45 but the shelter cost they're paying is in some cases double what the average is across the province. It would be legitimate to say to that program, "There are things you can do in the area of shelter to save dollars that you can put into your other costs, rather than just giving an increase in that area." An \$80 program may be expensive because it has a large number of, maybe, psychiatrists or special treatment people, but they're keeping their basic costs very low. They would need some increase in those basic costs.

In Mr. Lynch's case, he's asking for a review. He's one of, I think, 27 of 149 organizations that are asking for the review that haven't had it finally heard. He's asking for a hearing to determine whether he should get more than we're suggesting. In some cases those reviews have produced quite substantial increases for a group home where it's justified. This Friday's hearing is designed to decide exactly that for his organization.

Mr. McKessock: Thank you. Mr. Minister, there's something you mentioned earlier in regard to the children's aid societies that led me to believe the negotiations between them and the provider haven't anything to do with the freeze.

Hon. Mr. Norton: Prior to this year the negotiations—

Mr. McKessock: Oh, prior to this year, but the freeze is on now and they can't negotiate.

Hon. Mr. Norton: That's right. They were advised that up until this year the negotiations with respect to rates or the purchase of the service for the children were on the basis of the society purchasing what was the most appropriate service available for the children. We would pay accordingly.

By virtue of the picture across the whole province in terms of discrepancy in rates, the different items—in some instances, that were being included in the rate structure—in order to deal with that, we said there would be a general freeze, and anyone who wished a rate review would have an opportunity to do that; in other words, to determine a justifiable rate increase.

In fact, I think one of the interesting results of that has been that more than 50 per cent, I think, did not request a review at all when the freeze was imposed. Some of the reviews have revealed interesting matters. I think one thing we have to be careful about is that we not, with public funds, be funding exorbitant interest rates and so on for housing that reflects personal financial arrangements, rather than the service that's being made available to children.

Mr. McKessock: Maybe I could just finish this letter. Mr. Lynch also points out why there weren't more rate reviews requested. Those are frozen at a high rate. Why would they want a rate review? They might be rolled back. He agrees that there are inequities in the system. In fact, he goes on to say that everybody should have a mandatory rate review.

I'll go on with this. "Given that this advised rate was determined from information submitted by the operators, and the advised rate provided increments, not rollbacks, the operator with the highest profit margin could happily continue to charge rates justified only by the ratio of staff to children for another year at least, even though their current charges exceed province-wide rates for similar services.

"In order to get an increase, those of us with small, sometimes nonexistent profit margins were required to undergo the rate review process. This required that we divulge all financial records, risk having rates rolled back, and accept that there is no appeal once the rate review committee establishes a new rate. If we are granted per diem increases, they are retroactive to April 1, 1979, rather than January 1, 1979. We have had no relief from inflation, and are unable to plan or develop our programs, knowing what our rate is to be.

"As stated clearly by the ministry quoted above, it has been unable to guarantee the taxpayers full value for their treatment dollars. Surely, logic dictates the rate review, including full financial disclosure, should be mandatory for all facilities providing treatment. It has instead socialized a free-enterprise system for the benefit of the profiteers."

I might mention there, Mr. Lynch is pointing out that the rate reviews are only done on request. Do you agree with him that they should be mandatory for all?

Hon. Mr. Norton: I think the limiting factor on that for us this year is the question of what we can do in any one year, given the number of service providers there are in the province. Those who may fall into that category that Mr. Lynch refers to in the letter would get zero increase this year. It would be my hope that we could proceed further next year.

Mr. McKessock: Who would get zero increase?

Hon, Mr. Norton: The person who accepted the freeze.

Mr. McKessock: That's right.

[1:30]

Hon. Mr. Norton: Presumably they are in a position where they are not hurt by the freeze or they would have appealed. It is possible that for the balance of this year, simply by the virtue of physical and human limitations on our part, we cannot review everybody in one year; I do think it would be desirable. I hope that next year we will be able to extend that.

The objective in the longer run is to bring the rates into a more clearly structured system, based upon the kinds of considerations that Judge Thomson made a reference to, where they are based upon food cost components and so on, on a comparative basis, so that you don't have one service that is receiving two or three times the amount of another in its per diem for food or likewise in shelter, unless there is some extraordinarily sound reason for it.

But I think to achieve that in one year has been more than we were able to handle. This is the first step in that direction.

Mr. McKessock: There is one last paragraph here.

"I might suggest that the ministry could effectively dispel the climate of abuse and ensure the effectiveness of taxpayers' dollars in a very simple way. Programs cannot be truly evaluated on paper. There must be enough inspectors, trained and experienced people, who can give whatever time and attendance is necessary to truly evaluate the cost effectiveness and therapeutic value of all programs. So long as the ministry hopes to solve the epidemic problems in this industry by documentation, the abuses will flourish."

What he is saying in this last paragraph is that, once a year, attendance at a group home by an inspector is not enough. He is saying the value of the service must be valued

by an inspector attending the premises more than once a year, to find out what kind of job is really being done and what it is worth. He is saying you can't run a bunch of figures through a computer and say Michael Lynch's services are worth this much per child. You must be on the spot, in the home to see what is happening, and value it from a human standpoint and not a figured standpoint.

Do you agree with that, that these programs should be evaluated that way?

Hon. Mr. Norton: We have requested and received approval this year for increased program staff to improve the rate at which such programs are inspected, if you wish. At the same time, we have also embarked upon operational reviews of programs. Again that's not something we will be able to do all in one year. This year so far, for example with children's aid societies alone, we've managed to do operational reviews on 10. I am not sure that all 10 are yet completed, but they will be shortly. In the next very short time, I will be announcing the next 10 children's aid societies that will be undergoing complete operational reviews. That also will be being done, or it is being done, with programs such as you are discussing today. But as I say, that is something we can't do all in one year, but we are doing it.

Mr. McKessock: I feel with these homes operated by a man and wife with few staff, the child ratio is kind of in jeopardy now until this gets straightened out and gets looked at on more of a basis of service provided. The smaller units appear to be cost efficient, and provide the best results because of the constant staff and the father-mother relationship.

Hon. Mr. Norton: Again, I just want to emphasize that that does depend upon what the service is that's being provided. If, for example, one were to compare the family-model residential facility you are speaking of hereand I am not familiar with the program there; I don't know what the program content is with something like foster care as an alternative for those children, if that were an appropriate alternative, it might be much less costly than the \$30 per day that is being paid in that setting.. So it does depend, if it is mainly a family-model group home, residential setting with no particular program content or treatment content, then it may be more costly than other kinds of alternatives. If the society has had more foster care available, that might be less expensive than the type of thing Mr. Lynch is referring to. But that does depend upon what the service is that is being provided.

Mr. McKessock: It is disturbed teenagers. It is six teenage girls they have at the facilities, so it's not just a foster home kind of thing. They have to provide special watch and special treatment for these girls. So it is quite an intensive service they are providing. I mentioned about consistent staff. I understand that there is quite a large turnover of staff in the large group homes. In a facility such as this, with a man and wife, you're not going to get the turnover of staff. Then the child can build up more of a trusting relationship. What I am saving here is that it's a good service, and something I hope is taken into consideration when these rates are being determined. They also may be working harder and longer hours, because they own the place, whereas you couldn't get staff to do it.

Hon. Mr. Norton: You don't have to convince me on the value of providing, wherever appropriate, a stable family-model residential setting for children. I think that is surely fundamental to the original concept of group home living. It seems to me that where we get into the kinds of operations where people are working on shift work and so on, really the group home can take on many of the characteristics of larger institutions, the only difference being that they are small.

I don't mean to suggest, though, that there isn't some need for some of that kind of service, because there are some young people with problems that are so severe, they can probably be dealt with only by having professional staff who are there during the various times of the day and others who can cope with it during the night. Unless there is a severe degree of disturbance, I would agree that the family model is the most appropriate.

Mr. McKessock: In these rate reviews, then, do you intend to give a special look at these kinds of situations, so rates aren't going to be determined by a staff-child ratio, they are going to be determined by the service provided so that something can be done to protect these types of facilities, and see that they stay in business?

Hon. Mr. Norton: I am sorry, just to satisfy you on that, maybe I could ask Judge Thomson if he would like to comment on the way in which the reviews are conducted.

The person who is responsible for that is on his way over, I understand, at the moment. He thought we weren't starting until 2 p.m. today; he didn't somehow get the message that we were starting an hour earlier.

Judge Thomson: I might say first that with respect to the particular home, I made some inquiries when Mr. Lynch called me. It's a well-thought-of home and it is providing a good program for the girls who are placed there. They have been in operation for I think about three years, and they have been doing well.

The rate review exercise is designed to separate somewhat the issue of program from paying a fair rate for that program. In other words, one does need to decide what kind of programs do you want to buy for children and for particular kinds of children; and that's a decision that should be made by the person who is seeking to find the best place for a child. Then whatever that program is, the people should get paid a fair rate.

What has happened in the past is that the question of, "Is it a good program or not?" has been confused with rates, so that someone would say, for example, "Well, we're only charging \$45 and Thistletown charges \$150, and we think we do a better job than Thistletown, so that if you give us a rate increase of \$10, we're still well below what Thistletown is being paid." The rate review exercise is an attempt to get away from that and to say: "Regardless of your program, and obviously people want to buy it and we should allow it to continue, what is a fair rate, given the kind of program you provide?"

In your case, it's a husband-wife parent-model home, which is obviously smaller, in terms of staff and cost, than Thistletown. You should get a fair rate, but it will clearly be less than Thistletown's, because of the nature of the program. But we should review what you are doing, and come up with a fair rate based upon, "Are you paying for basic costs what other people are paying, or are they paying a lot more or a lot less?"

In the case of Rivendell there really are two exercises. The program supervisors review the program as part of the licensing procedure and say, "Yes, it's a good program." They have some strong, very positive feelings about Rivendell, so the desire is to have it continue. Then the question is, what's a fair rate, given the kind of program they provide. That's what this rate review exercise does. The two are separated somewhat so that if one gets mixed up in the two, then you never get to look at the basic rate issue, you just look at the program issue. So we have attempted to separate them somewhat but the main goal is to ensure that once one decides one wants a particular program, he should get paid a fair rate for it

Mr. McKessock: You brought up another point there about them having to meet the

regulations to be licensed. They have done this and this is another point he brought up to me. This is why he mentioned there are so many unlicensed. Is this a goal of the ministry, to have all these facilities licensed at some time or other? If not, those who don't have to be licensed could naturally provide a cheaper rate than those who have to meet all the regulations of a licensed facility.

Judge Thomson: Maybe Mr. Lynch is speaking about the proposed residential standards that we've consulted on and are working on the final version of. He may be taking steps to meet those in advance of seeing the final version of them. Other programs have not yet met those standards because they haven't become law yet. That won't be for another few months.

The goal is to have all programs licensed, meet the basic standards, and then be paid a fair rate, given whatever they have to do to meet those standards. So the goal is to do what it sounds as if he's doing, perhaps, somewhat in advance of the final standards being set.

Mr. McKessock: Surely you agree the most valuable resource in this business of group homes is people. When there is a couple such as the Lynches who are willing to give up their personal private lives to help these children, I feel they must be looked after in a fair way, in a way which will not discourage but encourage them to stay in business, because it is getting increasingly difficult to get community approval for such homes. I think we must take care of the good ones we now have.

Mr. McClellan: I would like to start by spending some time on developmental services on the ministry's program for the developmentally handicapped, and I wonder before I start if I can have, I assume it will be available in written form, an explanation of the so-called contractions from schedule I, and schedule II facilities that were shown in Mr. Barnes' presentation yesterday. If I can have that I can look at it at my leisure.

I want to start by dealing once again, for the umpteenth time, with the issue of homes for special care. This is an issue that goes back many years. The problem remains that there are a large number of mentally retarded people, developmentally handicapped people, who are sent from mental retardation facilities into homes for special care and left in limbo.

Homes for special care are not part of the administration of the Ministry of Community and Social Services. Their responsibility remains with the Ministry of Health. There is no guarantee and my suspicion is that there is no significant programming for the developmentally handicapped who live in homes for special care. We have repeatedly asked, and the Ontario Association for the Mentally Retarded has repeatedly asked, that the responsibility for providing a program for developmentally handicapped people in homes for special care be assumed by the Ministry of Community and Social Services and to this date, as far as I know, that still has not been done.

#### [1:45]

I have a brief here entitled A Proposal for the Review of the Homes for Special Care Program, submitted to Mr. Allan Gordon, who was at that time the chairman of a task force on homes for special care. It was submitted by Mr. Stanley Korisko, who was at that time president of the Ontario Association for the Mentally Retarded. The date of this brief is December 9, 1975. The document was originally sent to Frank Miller when he was Minister of Health in 1975.

At the time that brief was written, there were, according to the statistics provided in the brief by the Ontario association, 1,255 people in homes for special care who had been discharged from facilities for the mentally retarded. Last year I put a question on the Order Paper to the Minister of Community and Social Services, asking him how many mentally retarded persons were living in homes for special care in 1978. The number three years later had increased. The minister answered, and I quote from page 6313 of Hansard:

"As of August 1978, based on information from the Ministry of Health, there were 1,366 developmentally handicapped persons being accommodated in homes for special care—1,052 in nursing homes and 314 in residential homes." Of these there were "a total of 325 children in homes for special care—321 in nursing homes and four in residential homes". Of this group of 325 children, only "20 are involved in educational programs."

I don't understand that, I simply don't understand that at all. As of February 1978, out of the group of some 1,000 adults, only 320 were being provided service in workshops supported by the ministry. Then the minister goes on to make the following totally obscure and, I suggest, meaningless statement in the final paragraph of his answer: "Basic stimulating programs are provided for about 1,026 persons who are not in-

volved in educational or workshop programs."

I don't know who is providing these so-called stimulating programs. The minister knows, as well as I do, that homes for special care don't have qualified program staff attached to them. I don't know where this cadre of specialized staff, capable of providing meaningful programs to this large group in excess of 1,000 people, would be. The staff isn't within the ministry. The staff isn't within the Ontario Association for the Mentally Retarded.

I want to know a number of things. Firstly, I want to know why there are more people in homes for special care in 1978 than there were in 1975. I have asked this question, I believe I'm accurate in saying, every year in the estimates, and I am continually assured by the ministry that people are not being discharged from schedule I or schedule II facilities into homes for special care. If they are not being discharged from the ministry's facilities, or from the schedule II facilities, how can there be more people in homes for special care in 1978 than there were in 1975? Where are they coming from?

Hon. Mr. Norton: Could you please repeat your figures for 1978?

Mr. McClellan: I'm reading from your answer to me.

Hon. Mr. Norton: I don't have it at the moment.

Mr. McClellan: "As of August 1978, based on information from the Ministry of Health, there were 1,366 developmentally handicapped persons being accommodated in homes for special care."

Hon. Mr. Norton: That other figure is there as well.

Mr. McClellan: One thousand and fifty-two persons in nursing homes and 314 in residential homes. That's the first thing I want to understand. Why is that population, which I submit is simply a group of people who are in a kind of institutional back ward with inadequate care, growing? I say "inadequate care" in the sense that they're not getting the kind of programming, the kind of support services, and if they're children, the kind of basic educational service that they should. If they're adults they need programs in workshops that the developmentally handicapped, we have been led to believe, have a right to expect in this province, as part of the program of normal community living.

The second thing I don't understand is how it is that only 20 out of the 325 children who are in homes for special care are involved in educational programs. Are you telling me there are only 20 out of that group of 325 who are even trainable retarded?

I want to know from you whether you have individual programs developed for each and every one of those 325 children, or whether you have anything, other than the basic statistic given to you by the Ministry of Health. My suspicion is—and again I hope to be proved wrong—that all you know is there are 325 children in homes for special care because you have been told that by the Ministry of Health; that you have not done what you should have done, which is to get to know each and every one of those children and make sure that an adequate personal program has been developed for each and every one of them.

It's no excuse to say, as you do in your answer; "The majority of MR children in homes for special care have physical handicaps." Of course they have physical handicapes. Many developmentally handicapped children do have additional physical handicaps. I want to know whether you know what their physical handicaps are on an individual basis. How many of these children are deaf children or blind children or deaf-blind children and how many of these children could benefit from the provision of helpful services, if your ministry were assuming its proper responsibility. That's the first of a number of concerns I want to raise with you.

The Ontario Association for the Mentally Retarded has been making requests both of you and of your predecessors since the program for the developmentally handicapped was in the Ministry of Health. To my knowledge those issues still haven't been addressed. I refer to page five of the 1975 brief that deals with a whole series of specific recommendations. I won't go into the whole set of recommendations. I would suggest to the minister that he make himself a little bit more familiar with this aspect of the ministry's operations.

One of the points has to do with the fact that staff in homes for special care aren't adequately trained to provide specialized services. I don't know what the per diems are now. They're probably around \$10 a day. I don't know whether anybody here knows. They were \$8 a day in 1975. You can't get competent program staff at that level of per diem.

Secondly, regarding the location of homes for special care, the majority of them are in relatively isolated parts of the province, many of them in rural areas. I don't know what that has to do with normal community living, when the people in the homes for special care are, for the most part, not from that area.

Programming remains. In the words of the association: "Four years ago this was one of our greatest areas of concern. We recommend that money be made available for the mandatory development of appropriate programs in the facilities, including the hiring of necessary consultative and/or training and/or program staff. We recommend that moneys be made available so that the residents can take advantage of community-based programs, for example, ARC Industries, preschool programs, on a fee-for-service basis.

"Where there are at present a large number of homes for special care in a given area we recommend that consideration be given to the development of community-based programs appropriate to the individual needs of residents in these homes."

They go on to talk about—and we'll come back to this—the need to develop an increased number of adequate children's homes and adequate residential group homes for the developmentally handicapped so it won't be necessary to move people from the back wards of the institutions to the back wards of homes for special care.

I'm anxious to have this year's version of what's going on.

Hon. Mr. Norton: This is clearly a problem about which we are very concerned. We have been working with the Ministry of Health. In fact, there is at the moment a joint working group, involving the Ministry of Health and our ministry.

Mr. McClellan: Is this the same task force on homes for special care that Allan Gordon was chairing in 1975?

Hon. Mr. Norton: No, it isn't. This is a group that was established in August of this year to attempt to sort out the matter completely.

On the basis of the best estimate we have in terms of—and I don't want to equate the problem with dollars—an immediate and complete redressing of all the issues for all the retarded persons residing in homes for special care, it would cost us about \$27 million. Obviously it's not something we can do immediately or overnight but something which we must work in co-operation with the Ministry of Health to redress over as short a period of time as possible.

Depending upon how you define children—whether in terms of education, as persons up to the age of 20 or 21, or as referring to people under the age of 16—our most recent figures, which are for this fall, indicate there would be between 141 and 200, or if you take an average, about 160 children under

the age of 16. If you extend that up to the age of 20, the figure would be about 403.

Of those 403, including people up to age 20, our best information is there are about 180 who, by virtue of whatever assessment exists at the moment on the individual—this is not based on a recent, complete, and thorough assessment—could benefit from an educational program. Thirty-six at the present time are in special education programs. There are 196 people who are involved in workshops or ARC industry programs.

Mr. McClellan: Are these 196 in the same category?

Hon. Mr. Norton: Some of those are adults and some would be under the age of 20 but presumably over the age of 16. I don't have that breakdown to tell you exactly how many of that age group would be part of the 196.

Mr. McClellan: What happened to the 320 as of February 1978? When you say 196, you are saying as of October 1979.

Hon. Mr. Norton: As of August 1979.

Mr. McClellan: There has been a decline, then, from February 1978 when there were 320 people in—

Hon. Mr. Norton: And 20 children.

Mr. McClellan: No, it doesn't say "children" in your answer. It says, "As of February 1978, 320 mentally retarded persons were involved in workshops supported by this ministry."

Is the figure of 196 that you are giving me the complete number of people involved in the workshops?

Hon. Mr. Norton: Often in workshop programs, they would include life skills programs that are part of that too. If you include the life skills programs, that's an additional 697. So that figure you have may have included both of those. The total would then be 697 plus 196 involved in workshop programs or behavioural management and life skills programs.

Mr. McClellan: Outside of the homes for special care. These are programs that are being provided outside of the home, or inside the home?

Hon. Mr. Norton: Some of them would be provided within, some outside.

Mr. McClellan: I am trying to understand the language. When you say life skills, would that be the same as what was referred to in your answer as basic stimulating programs? Would that include life skills?

Hon. Mr. Norton: Basic stimulating programs would, generally speaking, include things different from that. Life skills would deal mainly with basic daily living skills requirements. Stimulation, on the other hand, is a program designed to stimulate development of a handicapped person.

You are asking how these programs are provided. The Ministry of Health does provide stimulation programs in these settings, at least for some of these individuals. York is one example of a community where the stimulation program is provided through a local agency for those resident in a home for

special care.

The situation is far from being developed to the point where we would like to see it, although I think it is fair to say that, since you asked the question of us in the House, the situation has improved. I can assure you that efforts are continuing to resolve that. We are looking at a variety of alternatives to try to remedy the situation as quickly as possible.

One of the things we are looking at is the possibility, as new programs develop or vacancies occur in existing ones, of giving high priority to those persons presently residing in homes for special care. We will look

for other alternatives as well.

Mr. McClellan: I assume that will mean what I am suggesting: That the same kind of attention be paid to developing a personal program for each and every developmentally handicapped person who lives in a home for special care as is provided to a mentally retarded person who lives in a schedule I facility. I hope my understanding is correct, that you have made some real progress in developing personal programs for each resident of a provincially-run facility.

Hon. Mr. Norton: We have made progress in that area.

Mr. McClellan: I say to you that you have an obligation, as part of your program. to do precisely the same thing for each and every person who lives in a home for special

Hon. Mr. Norton: One of the first things that has to be done for those people residing in homes for special care is to ensure there is an updated and completely thorough assessment of the individual and that individual's needs.

Mr. McClellan: Precisely. That is precisely where you need to start. How is that being done? Who is doing the assessments?

Hon. Mr. Norton: It is not being done at the moment. I said that is one of the first things that must be done in order to determine what an appropriate personalized program would be.

Mr. McClellan: When will that start and who will do it?

Hon. Mr. Norton: That is one of the things we are trying to sort out right now with the Ministry of Health.

Mr. McClellan: Why do you need to sort it out with the Ministry of Health? It seems to me you have the mandate to provide services for the developmentally handicapped. That's your job.

Hon. Mr. Norton: That is correct as far as you have gone. But it is also a fact that the discussion we are having is centring on a program that is within the jurisdiction of the Ministry of Health. I myself think the answer is as quickly as possible to see those individuals transferred from homes for special care into other appropriate community programs.

Mr. McClellan: That's what we all assumed was going to happen when the green paper was promulgated and when you set up the developmental services division of the ministry and proceeded on the program of normal community living.

Hon. Mr. Norton: We could do it right away if we had \$27 million more than we have at the moment. That was specifically designated for that purpose.

Mr. McClellan: It will be very easy, in constraint period, to forget about the developmentally handicapped. It's an enormous concern that I have, and I even hear it bruited about-and I use the word "bruited" advisedly-even within the social service sector. I just want to tell you as strenuously as I can that if any group has a claim on our priorities and on our attention it is this group.

Hon. Mr. Norton: I want to assure you it is not easy to forget about any group for which our ministry has responsibility. We have neither inclination nor intention of doing that.

Mr. McClellan: I wish I had some understanding of when you intended to start these assessments and who will be doing them.

Hon. Mr. Norton: Presumably as soon as the matter is resolved. It is my assumption that it will be our responsibility to do that, with assistance from the Ministry of Health. But it will be our responsibility to discharge.

Mr. McClellan: I don't see that we are any further ahead in 1979 than we were in 1975, when there was a joint Ministry of Community and Social Services and Ministry of Health task force, which was chaired by

Allan Gordon, looking at precisely the same thing. You don't seem to be able to give us any kind of an assurance that things are going to be any different.

You are telling me, as I have been told in the past, that it has to be done. It is self-evident that it has to be done.

Hon. Mr. Norton: I think things are different. I think I can make a commitment to you that changes both are under way and will continue on an incremental basis. What I can't give you is any firm timetable at the moment in terms of just how quickly that can happen, but it both is happening and will continue to happen, shortly I hope, on a rapidly increased basis.

Mr. McClellan: Any change would be a rapid increase. I am not inclined simply to badger you on it, but I will expect your incremental progress reports and I would appreciate being advised when the ministry begins the process of individual assessments so we can begin to develop individual programming for each and every one of these 1,300 people.

Hon. Mr. Norton: Mr. Carman has a comment he would like to add to what I have said.

Mr. Carman: Mr. Chairman, I just wanted to add there has been a general level of assessment done. The August 1979 inventory data is based on an assessment that was carried out in conjunction with the Ministry of Health on the people now in homes for special care and in the nursing home facilities who were determined to have a degree of mental retardation.

That general assessment was required in order to begin planning on this matter at all. We had to have some indication of the opportunities for developmental programming that were available, to give us some kind of global picture as to the total size of the task.

While this was going on, Judge Thomson and I visited one of the homes for special care in which there were a number of developmentally handicapped children. Arrangements were made through the county-regional government, I guess it was—in that particular area to take some of the support service money that flows through the children's services division and begin some programming within that particular home to determine what could be achieved with children who had those types of developmental handicaps in a home for special care, rather than transferring them out of that facility, which was recommended in the 1975 report. It was recommending a fairly massive change in the whole approach.

Those support service programs are under way as a pilot at the present time with some of the children in that area. There was one other home as well in which the community support service programs are going to be extended to the home in addition to being extended to parents in their own homes. There is some pilot work going on to determine the feasibility of some alternative types of programming and that will be combined with the more detailed assessment which is yet to come, in order to determine what is the most appropriate way of tackling the problem in the longer term.

Mr. McClellan: One is overwhelmed with the simple statistic that there are 180 children who you know could now benefit from education, who are not receiving education. In fact, only 36 of that group are receiving special education. That is a truly devastating piece of information. It seems to me you don't have any choice but to deal with that with enormous speed. You are denying children who could benefit from education, what they have a right to expect from their society and from their community.

If Elie Martel were able to be here he would talk to you about the Sudbury nursing home that is a home for special care and accommodates something in the neighbourhood of 60 children on the fourth floor. I gather from talking to Elie, none of those children is bedridden. In fact, the majority of them are involved in day programs, either an education program or workshop program, outside of the Sudbury nursing home. The problem there is the problem of which the minister spoke, that is to say, we haven't succeeded in developing adequate community residential accommodation for the developmentally handicapped.

[2:15]

Those children—most of them, probably all of them—shouldn't be in the Sudbury nursing home. They don't need to be jammed together on the fourth floor of a home for special care. What needs to happen is that sufficient community accommodation of an adequate and decent nature must be provided in the Sudbury area.

The second question I wanted to raise is what kind of progress are you making in implementing the stated program objective of returning people to normal community living from institutional care? There seems to be very little progress in actually moving people from the large institutions, the schedule I institutions, or even from the small schedule II institutions, into more adequate residential

facilities of a small group-home family-size nature.

Again this is a matter I have raised each year when we get to this section of the estimates. The bottom line in measuring your fidelity to the program goals and objectives set down in the Williston report and repeated as government policy in the green paper, is your ability to move people out of these institutions and back into the community. So that we expect to see each year a decrease in the population in the schedule I facilities and an increase in people being returned to their communities, living either in their own homes with their families with support services or in more appropriate community residential facilities.

I don't know how to explain something like the Etobicoke facility that still doesn't exist. Two years ago I raised that issue here in the estimates and, together with a number of people in the community, argued that it didn't make sense to build a mini-institution in Etobicoke. The minister accepted the wisdom of that argument and announced that they intended to develop a core resource facility with a number of satellite group homes which they would operate directly. I don't see it. Perhaps you could give me the address. Perhaps I've just been careless and neglectful in not being able to find it here in Metropolitan Toronto. As an aside, what is the status of this project?

Hon. Mr. Norton: That particular project is not proceeding as quickly as we had hoped but it's my understanding that the first of the group homes will be opened at the end of this month.

Mr. McClellan: What about the core resource facility?

Hon. Mr. Norton: As you recall, initially there was a considerable amount of debate over the particular form that that would take. In order not to delay the total approach indefinitely we decided to proceed first with the group homes.

Mr. McClellan: Homes, plural?

Hon. Mr. Norton: Yes. There will be two initially, and the total number anticipated is about 12. The first one will be opened, we expect, at the end of this month and the others will proceed following that.

Mr. McClellan: How many people will be accommodated in these two?

Dr. Farmer: Sixteen.

Mr. McClellan: When did you start the program? Five years?

Hon. Mr. Norton: No, not five years.

Mr. McClellan: This is 1979 and the green paper was published in 1974 and I count that as five years.

Hon. Mr. Norton: From the time that the discussion took place that I was involved in, in terms of the specific proposals, it's more like two years. I am not timing it from the green paper but from the time of the discussion, when the public hearings were taken.

Mr. McClellan: Well, there are still no facilities in Metropolitan Toronto.

Hon. Mr. Norton: That's not true either. There are no core residences that are directly operated by the ministry perhaps other than Surrey Place Centre, but there certainly are residential facilities available in Metropolitan Toronto.

Mr. McClellan: Could I have a list of those?

Hon. Mr. Norton: I am talking now in terms of group home residential accommodation and so on that—

Mr. McClellan: I would like to have a list I don't expect you to provide it right now, it's something that could be provided after the estimates of living accommodation that's available for the developmentally handicapped in the Metropolitan Toronto area.

Hon. Mr. Norton: Sure, we can do that. I also point out that since we have begun the process, if you wish, of deinstitutionalization or enabling people to move out of institutional settings into the community, we have reduced the population of the facilities probably in total by about 2,300 people.

Mr. McClellan: Over what period of time are you talking about?

Hon. Mr. Norton: Since about 1974. One of the things that has played havoc with our figures is, in that period of time, there were persons who had previously been resident in, say, psychiatric hospitals, for whom we assumed responsibility and who were transferred into our residential facilities so they could, for example, take advantage of the programs we have developed there for purposes of enabling them to move into the community. So if you look at a specific year-byyear population count, the figures are not as dramatic as if you actually look at the numbers of people who have left institutional living to return to the community or to move into the community.

Mr. McClellan: Perhaps then you can explain this document I have here which comes from your ministry. It's entitled Occupancy Projection by Facility Schedule and Age for Five Years, and it's your population projections from March 1979 until March 1984. It's initialled LAL, dated 2.12, 1979, and I be-

lieve it to be authentic. I believe I know who wrote it. I certainly didn't receive it from the ministry but I can tell by the smile on Dr. Farmer's face that it is a ministry document.

Hon. Mr. Norton: It's just that we haven't recognized the initials, that's all.

Mr. McClellan: I can tell you, it's a very disconcerting population project, if I am to make any sense out of what you just said, because it shows the number of adults in both schedule I and schedule II facilities is going to increase between 1979 and 1984. At March 1979 there were 4,726 adults in schedule I facilities and 477 adults in schedule II facilities and in 1979 you expect to have 5.382 adults in schedule II and 712 in schedule II.

The interesting thing is that the number of children is shown as reducing.

Hon. Mr. Norton: People age.

Mr. McClellan: Precisely. Let me just finish because I believe this is enormously important. You show 994 children in schedule I facilities in March 1979, decreasing to 338 children in March 1984, and in schedule II facilities 646 children in March 1979, decreasing to 411 in March 1984. I simply did some addition and subtraction and discovered that the number of children in this intervening five years will decrease by 656 and the number of adults in schedule II facilities will increase by 656. In schedule II the number of children between 1979 and 1984 will decrease by 235, and the number of adults will increase by 235.

That is not just the simple process of aging. That is the process of aging in the absolute absence of any commitment to moving people from institutions back to the community. You are simply allowing people to age within the institution, to grow up within the walls of the institution, and the net reduction after five years is zero. People are simply getting older.

What does this signify? What it signifies to me is that the principles of the Williston report and the green paper have effectively been abandoned.

Hon. Mr. Norton: Can I just ask, is the sheet you are referring to headed at the top, Occupancy Projected by Facility Schedule and Age for Five Years?

Mr. McClellan: Yes, that's right. Dated May 16.

Hon. Mr. Norton: Ours isn't initialled.

Mr. McClellan: Ours is initialled "LAL," who I assume is Larry Lundy, and it is dated December 2, 1979.

Hon. Mr. Norton: That is really up to date. He is even projecting—

Mr. McClellan: February 12; 2-12-79. I put the day first.

Hon. Mr. Norton: I am not sure precisely what that reflects or what it was intended to reflect. It is very difficult for anyone to do that type of projection in the absence of knowing what budgetary allocations are going to be available during that period of time. It seems that the presumption is it is going to be a pretty static situation.

Mr. McClellan: It certainly does: zero.

Hon. Mr. Norton: But the gentleman who apparently initialled yours, whether he is responsible for preparing it—I don't know how he would know that at that point. In fact, I suspect, at the time that was drafted, he may not have even known about the announcement I will be making tomorrow in the Legislature with respect to children's residential accommodation, which will have some impact upon these figures. So I am not sure what all his assumptions were in preparing those figures.

I don't know whether Mr. Carman, while I have been talking, has managed to sort of figure out what it might have been, but he—

Mr. McClellan: I can understand that you may not have seen the figures, but I would suspect that if Bob Carman hadn't seen them, Dr. Farmer probably would have. This indicates to me, on the face of it, an abandonment of any commitment to moving people out of the institutions. I don't know how else I am to interpret it.

Hon. Mr. Norton: I am not sure that you can draw those conclusions.

Mr. McClellan: If you are not sure, who is?

Hon. Mr. Norton: I didn't prepare it, and I haven't had an opportunity to discuss with the person who did, precisely what they were doing, or why they were doing it. I would want to know what the assumptions were. One has to read through the notations at the bottom. The first one says the base assumes constant occupancy totalling a certain number in schedule I facilities and a certain number in schedule II facilities, but reflects reductions during this fiscal year. I am not sure. Further down there is some note that says there is an assumption—

[2:30]

Mr. McClellan: Look at note two, if you want to read notes. I will read it for you.

Hon. Mr. Norton: But what is not clear to me is whether it does appear that there is an assumption of a certain rate. If you read number five, it says that on the assumption that 250 adults—

Mr. McClellan: I don't have a number five on mine.

Hon. Mr. Norton: Oh, you haven't. Ah-ha, yours isn't complete.

Mr. R. F. Johnston: This is the August addendum.

Hon. Mr. Norton: There is at the bottom an assumption that doesn't seem quite consistent with some of the earlier assumptions, which causes me some confusion. The earlier assumption would assume, it appears, a constant occupancy and may in fact be a static projection reflecting age change primarily, but that is just on the basis of a very quick scan of the document. It may not in fact indicate any realistic projection of what will happen over that time period given the numbers of people who will be transferred out.

Perhaps Mr. Carman could comment further. He has had an opportunity to look at it a little more carefully while I have been

talking.

Mr. R. F. Johnston: On a point of information, is there any difference in the statistics as read by Mr. McClellan from your August date from the February date?

Mr. Carman: Ours is May, just to be perfectly clear.

Mr. McClellan: This is an ongoing process then. You keep making these population projections. I am quite serious, you are making population projections that I find absolutely appalling.

Mr. Carman: Perhaps if I explain why I think the population projections might have been made, it will clarify things. I am not sure whether your bottom line and our bottom line for 1984 are the same, Mr. Mc-Clellan. Three forty-three?

Mr. McClellan: Three thirty-eight,

Mr. Carman: Four-seventeen?

Mr. McClellan: Four-eleven.

Mr. Carman: Forty-two, forty-five?

Mr. McClellan: I had 5,382.

Mr. Carman: The sheet we have has entirely different assumptions on it. Dr. Lundy engages in scenario assumptions—

engages in scenario assumptions—

Hon. Mr. Norton: Speculations it's called.

Mr. Carman: —for purposes of providing data for planning. In the one you are looking at he must have made the assumption that the population within the schedule I and schedule II facilities would remain constant over the period of time of the five years.

Mr. R. F. Johnston: I wonder why.

Mr. Carman: For purposes of determining the shift between adult and children for our own planning purposes within the ministry, to determine dollar shifts between the adult and children's programs, to see what impact there would be there.

Mr. R. F. Johnston: Presumably, if you were trying to organize that kind of thing, you would be protecting so many people leaving, as well, and then determining with that variable worked in, which it isn't.

Mr. Carman: Which it is in this one. This is another planning assumption. In this one he took the current year's movement of adults to the community, which happens to be 250, and he said, "Assuming that that were to continue for the next four years or five years, what would it look like then?" As the minister has just said, this table that I have does not take into consideration any movement of children to the community, nor does it take into consideration any change in policy in terms of the numbers that will be moved to the community each year. As such, it is an interesting document for financial and program planning purposes only, in that it gives you some indication that, given those assumptions, those would be the kinds of figures you would be dealing with.

Mr. R. F. Johnston: Which doesn't say either of them is useful.

Hon. Mr. Norton: May I comment a little further on that? With the reorganization of the ministry into adult and children's divisions, and the division of responsibility within what was formerly one division, the developmentally handicapped or the mentally retarded, it meant the need for constant review of the ratio with which funding will be allocated between the two divisions in order to meet their respective responsibilities for the care of persons within the two age groups.

If this was developed as a financial planning document, then it was presumably done so that the divisions could do some longer-term planning on the basis of the ratio changes within facilities of those age groups. The allocation of the funding on a year-to-year basis has to be based upon those kinds of considerations, so if one is going to plan competently, one has to project into the future.

Mr. R. F. Johnston: It must be done on a piecework basis is what I suggest so they can give you an endless spectrum of possibilities. That has absolutely no validity in budgeting purposes at all in my view, either of these two. They don't take into account very obvious kinds of factors.

Hon. Mr. Norton: He is developing different scenarios, though, you see. The assumptions on ours are different.

Mr. McClellan: What I want to know is what your scenario is.

Hon. Mr. Norton: My personal one?

Mr. McClellan: I don't care what your personal one is. I want to know what government policy is with respect to the implementation of the green paper. So I want to know what your formal and finalized population projection figures are over the next five years, or do you have that? You can have an infinite series of guesses. Do you just proceed on an ad hoc basis or do you have a serious commitment to moving people from the institutions into community living?

Hon. Mr. Norton: There certainly is a serious commitment. It is difficult for me at this point to give you any sort of firm figures because, as is indicated in the discussion we've had up to this point, if we had been planning on the basis of our information on the period since 1974, we might well have projected a reduction in total of 2,300 in our number of residents in our facilities. But given the additional persons who were transferred to us during that period of time, that is not in fact reflected in the figures. I can certainly say the commitment is there and is going to be maintained. We will continue to move persons who are able and prepared into the community as quickly as we can.

At the same time, we will be stepping up our efforts to provide alternatives to institutionalizing people in the first instance, so that hopefully we can reduce the inflow as well as maintain or increase the outflow of persons from institutions. If we can with the program that I will be announcing tomorrow in the House, I expect—

Mr. McClellan: I guess you'll have to now.

Hon. Mr. Norton: I guess I will because I won't be here Friday. The kind of thing I will be discussing tomorrow will hopefuly have an impact upon the demand for institutionalized services for children with developmental handicaps.

Mr. McClellan: I assume this is the thing that was already announced in Michelle Landsberg's column last week, and it's welcome if it is.

The question I want to put again relates to the average 250 adults per year who are being discharged. Do we have an unequivocal guarantee that people are not being discharged into homes for special care or are some people, in fact, going into homes for special care?

Hon. Mr. Norton: Subject to what anyone on the staff may be able to add, I certainly am not aware of any who are being discharged into homes for special care. In fact, as space is made available, we are trying to remove people from homes for special care.

Mr. McClellan: What doesn't make sense to me is the number of people in homes for special care has increased between 1975 and 1978. I understand the way you define a developmentally handicapped person within a home for special care is on the basis of whether he was discharged from an institution for the mentally retarded. That's how that statistic was derived by the Ministry of Health, if I understand correctly.

Hon. Mr. Norton: Many of the people who go into homes for special care might well be admitted without any knowledge on our part because they may be private placements. In situations where the families pay the full amounts, they would not be engaged in any kind of subsidy to the individual. Families sometimes take those decisions upon themselves.

Mr. McClellan: That's fine, but I'm just telling you what you told me. I will read it again from your answer to my question. "The Ministry of Health only included under the heading 'developmentally handicapped' those who are admitted to homes for special care from MR facilities." That's consistent with the definition that's found in Mr. Korisko's brief of 1975.

What I am trying to find out is how come there are more people in homes for special care. The answer seems to be, on the basis of that definition, that they are coming from MR facilities. So, if there is an increase between 1975 and 1978 it is because people are moving from MR facilities into homes for special care. Everybody shakes his head and says "no," and I know that I've been assured in previous years that that isn't happening.

Hon. Mr. Norton: I will undertake to try to clarify that with you. We obviously won't be able to do it this afternoon but certainly that is not what we believe to be happening. I'll follow up on that.

Mr. McClellan: I suggest you make a fairly thorough review and try to determine whether anybody from either a schedule I or a schedule II facility has been discharged from such a facility to a home for special

care, and I ask you to report back on what you are able to find.

Hon. Mr. Norton: I will try to determine that.

Mr. R. F. Johnston: Could I ask you for the location of that group home that is starting up in the west end? Is it in the borough of Etobicoke?

Dr. Farmer: No, it probably would be in the city of Toronto.

Mr. R. F. Johnston: Where is the second one going to be, in the borough of Etobicoke?

Dr. Farmer: No, city of Toronto.

Mr. McClellan: I wonder why that is, which brings me to my third point. It's self-evident that any progress you attempt to make in moving people from institutions back into the community is being systematically sabotaged by municipalities like Etobicoke, which are still refusing to make the necessary zoning bylaw changes to permit the development of group homes or other small residential facilities for the retarded or other groups.

Let me ask you to tell me, as specifically as you can, how many group homes or residential facilities have been delayed by this kind of zoning law interference? I believe "sabotage" is an appropriate noun; you may not want to use that, so use "interference".

Hon. Mr. Norton: I can't give you that figure. I can see whether I can find out how many, to the best of our knowledge, have been delayed. I would like to add though that we have been very patient with muni-cipalities on the issue. As I indicated some time ago, a year ago or more in the House, I felt first we ought to try to use persuasion in dealing with the municipalities on the issue. I know it's an issue that the municipalities don't like to have to face in terms of the various communities within their jurisdiction. But I am becoming very impatient with some. Some municipalities have been very co-operative and the city of Toronto is probably the prime example. Their bylaw has been used in some other communities as a model for dealing with the issue.

Mr. McClellan: It has been used as a talking point, at least.

Hon. Mr. Norton: I am on the verge at this point of seeking the support of my colleagues to have this kind of, frankly, discriminatory zoning eliminated.

[2:45]

Mr. McClellan: You know that in this area you can count on our complete support. I think you have been patient. I think, if I might say, you have been too patient, as a government. This is a situation that shouldn't be tolerated. It is a fundamental violation of human rights. I believe sufficient time has passed to demonstrate that co-operation and patient encouragement is not going to solve the problem. The problem is going to continue. For whatever reason, this kind of mean-spirited exclusion of disadvantaged people is continuing.

There's a comment in your briefing book, on page 93, under Homes for Retarded Persons. During 1978-79 you refer to "zoning difficulties in some areas delaying the establishment of many places," among a number of other factors. It's intolerable. There's no other word to describe it.

It is a fundamental violation of human rights that should not be tolerated. I urge you to move your colleagues to act on it, and when you do we will support you and applaud you for it.

The next area, and I believe it's the final area, I wanted to raise with respect to developmental services has to do with the observations that Cyril Greenland made recently with respect to blind, deaf, and deaf-blind children.

Firstly, Mr. Minister, you had an opportunity to review Mr. Greenland's speech, particularly with reference to—

Hon. Mr. Norton: I'm not sure I have seen it as delivered. Professor Greenland delivered a copy of it to me a few days prior to its delivery. If it were charged subsequent to that, I haven't seen it, but I assume it was essentially the same.

Mr. McClellan: I have placed a fairly detailed question on the Order Paper, and I don't expect you to be able to answer that today. I'm quite content to wait upon the formal answer to the question on the Order Paper.

I wanted to pick two comments in particular out of Professor Greenland's speech. From page 30: "In contrast to the progress being made in schedule I facilities, no special programs have been started for sensory impaired children in schedule II institutions. This means that about 200 blind, deaf, and deaf-blind children in this province of opportunity are being subjected to severe sensory deprivation. For adults in prisons, sensory deprivation would be universally condemned as a vicious and damaging form of torture. It is unconscionable to allow this to happen to children in Ontario who are being cared for in facilities funded by our Ministry of Community and Social Services."

Let me ask you, firstly, is that an accurate statement of the current state of affairs, that there are about 200 blind, deaf and deaf-blind children in schedule II facilities for whom there is no special program?

Hon. Mr. Norton: I'm going to ask Dr. Farmer if he would respond to that. I don't have a breakdown of how many there are in schedule II facilities in front of me. I do think though that one should bear in mind some of the comments Professor Greenland made were based, to the best of my knowledge, upon some earlier observations he had made in the facilities. We have made a concerted effort to improve services to the sensory handicapped with the development of several specialized units.

I'm not suggesting that has redressed the problem completely but just within this past year we have made what, relative to the past, would only be described as dramatic progress. Perhaps Dr. Farmer could address that.

Dr. Farmer: Mr. Chairman, I think it's fair to say that Cyril Greenland has without question found our Achilles' heel in terms of the schedule II facilities.

As you're probably aware, we did work closely with him in the development of the original vision report. We're well aware of many of the criticisms he would be making several years ago. Since that time there has been a great deal of effort in the schedule I system in particular.

# Mr. McClellan: He acknowledges that.

Dr. Farmer: Our reason for moving in that direction is because we thought it was more appropriate to establish these highly specialized units in that setting, the principle being that we would probably, as has been the case in the past, be transferring individuals from the schedule II system into the schedule I system as they become older, and we would move in that direction, at least initially.

There's certainly no reason to suggest that special units should not and could not be established in the schedule II settings as well, in future. But certainly up to this point there has been a great deal of activity in the schedule I system. We've established eight of the 10 units that were originally envisoned. The other two will come onstream in the next several months, before the end of the fiscal year. These will be providing specific and highly specialized care. There are 16 beds in each unit, so it's 10 times that, or 160 individuals.

Mr. McClellan: This is in schedule II facilities?

Dr. Farmer: In schedule I. These are the 10 units that are now being established, Eight

of them are operating now and another two are coming on stream immediately. Four of them are for hearing impaired, three of them are for blind and three of them are for the multisensory handicapped—individuals suffering both handicaps in conjunction with each other. It calls for highly specialized staff. We have a number of individuals now on deck, called orientation and mobility professionals. These individuals are beginning to make some inroads into the care and programming and treatment of these very seriously handicapped persons.

We have established a couple of special wards, one at Huronia and one at Rideau Regional Centre, for the seriously hearing impaired and for the more high-functioning-level individuals who are being groomed for return to community living. We've established a day program at CPRI for children who are deaf. We have a number of group homes now that have been brought on stream that are emphasizing the hearing and visually impaired. This includes a number that are being provided for by the Ontario Community Centre for the Deaf and the Ontario Mission for the Deaf.

Our facility residents have access to these beds. In fact, we can really say that in the last 12 to 18 months, 50 new such beds have been brought on stream in the community. Similarly with the vision-impaired we have a number of special units established for those individuals. We have two special units, one at Huronia and one at Rideau again, for the high-functioning visually impaired, grooming them for return to the community.

We have conducted a number of inservice training programs for our staff. We've worked closely with the Canadian National Institute for the Blind in moving people into their summer camping experience. We have made arrangements with the Hospital for Sick Children to carry out vision screenings in the facilities and with Waterloo University to carry out optometric testing of facility residents.

A great deal has been done. I think it's fair to say we have identified more residents today that are visually and hearing impaired than we recognized two years ago when the original study was conducted. It's a question now really of determining exactly what we're going to do in terms of schedule II facilities, now that we've achieved the first plateau in schedule I.

Mr. McClellan: My understanding of the schedule II was that when they were established they had a relatively higher proportion of multihandicapped patients.

Dr. Farmer: That's true.

Mr. McClellan: There is more of a problem in the schedule II facilities still, even in 1979, because the way they were established as a specialized service to relieve overcrowding in the big Ontario hospitalschools and because they took in more multihandicapped residents. That's where the worst problem is.

Dr. Farmer: It's difficult-

Mr. McClellan: I conceded right at the outset that you are making substantial progress within your schedule I facilities. My concern is with Cyril's assertion that there are 200 children in schedule II facilities who are sensory impaired, for whom there are no programs. I assume that at this point you still don't have a plan to develop specialized programming within the schedule II institutions.

I do not accept that you can make distinctions between categories of developmentally handicapped people by virtue of where they are fortunate or unfortunate enough to happen to live. You have the responsibility for the whole handicapped community, not just for the schedule I people, or even just for the schedule II. We already talked about that in relation to homes for special care.

For the benefit of the committee and you, Mr. Chairman, the schedule II facilities are the smaller institutions that are run by community boards, as opposed to the large schedule I facilities that are run directly by the ministry itself. The schedule II facilities have a much less generous funding formula than the ministry's own facilities. I have a copy of what I understand to be the funding formula for schedule II facilities.

It really makes very little sense from a program point of view, because the criteria for funding are as follows: "2.8 paid hours of work are provided to a schedule II facility for a particular patient when a resident spends one half day or more in a specific program; for example, in a developmental day-care centre, nursery school, school or workshop, or a work placement."

But: "3.5 paid hours of work per day are provided when a resident is under the age of five or when a resident is ambulatory" and "four paid hours of work are provided when a resident is older—between the ages of six and 10—and nonambulatory" and finally "4.5 paid hours of work are provided when a resident is over the age of 10 and nonambulatory."

So the funding formula-if I can put it bluntly-rewards a facility for bedroom pa-

tients who are nonambulatory and not participating in program, and discriminates against a schedule II facility for ambulatory patients who are involved in workshops or day-care centres or nursery school or a work placement.

So the more program, the more active, the more engaged in program or in normal community activities is the resident of a schedule II facility, the less funding the institution gets. The incentive finally is to keep people in bed, out of program. If you do that, you'll get 4.5 paid hours of work per day per patient. If you are really helping and rehabilitating your patients, and doing the job that ought to be done, you get half as much.

Hon. Mr. Norton: Let me just interject at that point. I think the figures you're referring to are direct hours of care as opposed to developmental care or developmental services. On the basis of your figures, that does make sense. In fact, if a person is non-ambulatory, he is likely to require more hours of direct care than a person who is ambulatory. The question of developmental care is in addition to those figures you have.

 $Mr.\ McClellan:$  What are the criteria for developmental care?

[3:00]

Hon. Mr. Norton: Perhaps I can ask the doctor or—

Mr. McClellan: This is your core operating budget that has this kind of bias built into it. Is there a core operating budget for developmental services Or, is it funded simply on a project basis?

Mr. Chairman: The director of resources, Mr. Wilson.

Mr. Wilson: The standards you are reading relate to the direct-care resources that are supplied to the facility based on the needs of the client. This has been determined through discussion and assessment with them. Additional to that are developmental resources which may include additional residential counsellor kind of staff or programs, but it also includes occupational therapists, physiotherapy, psychology, social work if appropriate. In addition to that these children are now, many more than there were two or three years ago, getting the benefits of Ministry of Education schools, some right on site and some off the property, provided they are ambulatory.

Mr. Sweeney: With respect to the Greenland report, how many children have you discovered in the last three years who have been treated as if they were mentally retarded but were in fact actually blind, deaf, or some combination of that? Second, what programs do you have in place to detect that difference?

Dr. Farmer: I can't answer the first question, I must admit, in terms of the numbers of individuals who were not retarded at all. I would question there were very many if at all. There are a number of people at the mild or borderline level who for various reasons require programming in a situation such as ours and whom someone might consider to be nonretarded, but I think there were probably sufficient reasons at the time for admission. Certainly the majority of those now have been moved from the facility into some sort of community livingwe have been working very hard in that area-or they are in the special units undergoing special programming.

Mr. Sweeney: The second part of the question—

Mr. McClellan: Can we come back to that in a second, John? I want to try to nail down this funding and then I want to go back to the—

Mr. Sweeney: I thought you were finished; that's why I raised the supplementary.

Mr. McClellan: No, I am not satisfied with my understanding of that. I still don't understand whether developmental services are part of a core operating budget or not. My assumption is not—that you will fund almost on an ad hoc basis from facility to facility a variety of projects under the rubric of developmental care. But a schedule II institution's core budget is based on the direct-care formula and anything it gets on top of that is ancillary and secondary. Is that correct?

Mr. Wilson: If I may answer, Mr. Minister, the largest component of the budget, I have to acknowledge, is the direct-care staff. This is to look after the residents and provide the basic care to them. However, the developmental care I refer to in the resources we fund for that is a separate item within the budget; it is a separate page. These represent professional and support resources that the facility requests, and are approved through the budget for the operation of the developmental programs.

Mr. McClellan: Right; that is to say it is not part of their regular operating budget, it is something that is provided—

Mr. Wilson: No, it's part of the overall budget.

Mr. McClellan: But it is negotiated separately with each schedule II facility, right? Yes, and there is significant difference between this schedule II facility and that schedule II facility around the amount of developmental care dollars and programs that are available to it. You don't have a set formula that establishes a uniform level of service and a guarantee of developmental care funding.

Dr. Farmer: Maybe I could try to answer the question again, Mr. Minister. In terms of the schedule I facilities, we have what we call direct-care staffing standards that are applied to the various categories or functioning levels of individuals depending on the sort of programming they are involved in. In fact, in an activity unit you would be giving 2.8 hours of care per resident per day, in an educational unit 2.5, in a developmental unit 3.5, and in a hospital-type unit 3.5. It depends on the amount of personal care and care and treatment that individual requires. Over and above that, you would add in the developmental programming.

We would hope our residential counsellors, as I have indicated in that direct-care staffing standard allowance, would also be providing some developmental programming on the wards as well. In addition to that you would add what we call developmental class instructors, which for my purposes, if you will, are the program staff who are providing programs on a day-to-day basis on the ward or service in which that individual is accom-

modated.

We would also have occupational instructors providing services in the workshops as well as on the ward and in ward-activity-related areas. We would have other individuals who would be providing what we call developmental programming depending on the needs of the particular client. Then, of course, there is the whole raft of professional staff who would also be involved in the care, treatment, training of that individual.

It is on that basis, for example, that you decide that children in an activity unit who get 3.5 hours of direct care should get 2.5 hours if they are in an education unit, because we know they are occupied in school half-day or whole-day and therefore require less direct care.

I think it is fair to say that in the schedule II facilities, the majority of the residents are much more seriously profoundly retarded. That being the case, their day-to-day care requirements are greater than you might find in a schedule II facility where they are older and they may not be quite so seriously retarded. That being the case, there probably is a heavier care component in a schedule II facility than you would find generally in a

schedule I. That explains the four hours, whereas the maximum allowance in a schedule I would be three and a half.

Mr. McClellan: We'll be getting the full data from the Order Paper. Again, if there was adequate funding for developmental care programming in the schedule II facilities you would not have 200 blind, deaf and deaf-blind children for whom there is no adequate program or service. I recall the most toughly worded statement from Cyril Greenland's speech: "It is true that effective programs to meet the needs of these children will cost a great deal of money, but by denying them the help they so desperately need now we move one step closer to permitting a passive and protected form of euthanasia to prevail under government auspices."

Mr. Sweeney: Mr. Chairman, can I get back to my supplementary, or are you still on funding?

Mr. McClellan: If I could ask one more question then I can finish off. The final thing I want to raise is the status of the 38 visually impaired residents Professor Greenland found to be suitable for care in the community in 1975.

On page 31 of his speech he says: "Not more than about 12 of the 38 visually impaired residents found to be suitable for care in the community in 1975 have been released so far." Is that correct?

Dr. Farmer: I would think so, yes. I think that is true.

Mr. McClellan: How do you explain that? Dr. Farmer: On the basis of the lack, if you will, of community programs for such handicapped individuals and on the basis that others have been moved into special programs because it is felt by the professional staffs that they require intensive programs before they leave, or a readiness program.

Mr. McClellan: Are each of the 38, or the remaining group, in a special program?

Dr. Farmer: Yes; the 26 or whatever the number is, I would say yes.

Mr. McClellan: The fact remains that they are suitable for—

Dr. Farmer: Again, I am talking schedule I, I am sorry, not necessarily schedule II.

Mr. McClellan: I think Cyril is talking schedule I residents, and that is a group that is ready and suitable to live in a community and still incarcerated in institutions five years after he reported to you that they were able to live in the community. I don't understand what kind of commitment—

Mr. Carman: Mr. Chairman, I think Dr. Farmer has explained the necessity of doing the final stage of community residence in the facility and those 26 people are now there. A severe restraint or difficulty that had to be overcome in placing those children in the community was to find suitable community residences and the children's services division has been working over the past summer to develop a funding approach which would expedite the establishment of community residences for severe, profoundly and multihandicapped retarded children. I think the two things taken in combination, a revised community funding formula for children and the final stages of the readiness programs in schedule I, should permit those children to be in the community not later than the 1980 calendar vear.

Mr. McClellan: This would be a revision to the existing provisions under the Homes for Retarded Children Act?

Mr. Carman: That is correct, Mr. McClellan.
Mr. McClellan: Again, the minister isn't here but I will say for the record—

Mr. Chairman: He will be back momentarily.

Mr. McClellan: Yes. The fact remains that it was an appallingly inadequate piece of legislation five years ago and it has taken five years for the government to get around to passing some kind of measure that would permit the accommodation of retarded children in group facilities. In the meantime, a number of children have been forced to remain incarcerated in these huge institutions as a result of the government inaction. I'll yield the floor, temporarily.

Mr. Chairman: Mr. Sweeney, you had a supplementary. Would you want to put it now?

Mr. Sweeney: Yes, the second part, I don't think was answered, Mr. Chairman, and that was with respect to what screening or testing mechanisms are set up to ensure that the children who are now in centres for the retarded may, in fact, not be retarded at all but may have another problem-blindness, deafness, a combination-and what screening and testing mechanisms are set up before people move into these centres? This was one of the aspects of Greenland's statement that greatly concerned me, that we may very well have-and I think we all know the horror stories of the past-children there who are intellectually much more capable than they are deemed to be, given the fact that they are in an institution for the retarded. How do we prevent those horror stories

again? What mechanisms do you have in place right now to prevent them?

Dr. Farmer: At present we have fairly sophisticated diagnostic and assessment programs that we carry out, throughout all of the facilities, with all clients who are admitted. So I think it is reasonable to say that from this point on, or indeed for the past many years or several years, individuals who do not have any level or degree of mental retardation would not be admitted into a facility for care. Obviously, in an effort to reduce our numbers and the institutional size, we are trying to deflect, wherever possible, admissions into some other appropriate community alternative. So you have those two forces coming to bear, if you will, in terms of all new admissions from this point on.

Certainly, I agree there are the sins of the past and there are some stories around about individuals who were not retarded but who were in our facilities because of one or other type of handicap. I think some of these probably had been admitted in years gone by because of very disturbed behaviour and the fact that there was no other place to care for them in the community. I can remember stories myself about people who were attending high schools who were residents in facilities and for one reason or another were being maintained and accommodated because there was no place in the community for them to return.

I think that picture has now changed. I think it is fair to say that an individual who does not have a functional mental retardation impairment would not be admitted despite his or her physical handicaps. I can assure you that those who are now in the facilities or were in the facilities have been assessed and we now know which ones are suffering one of these visual or sensory impairments in addition to their level of mental retardation. In fact, the figures that we have now are higher even than the figure that Mr. McClellan indicated. They have all been assessed and we have a pretty good handle on the numbers now.

Mr. Sweeney: What is the figure? [3:15]

Dr. Farmer: We are talking now about a total of around 2,000. As a matter of fact, we are probably the largest organization, if you will, that accommodates blind and deaf people in North America. We have a large number of individuals with a pretty severe degree of vision or hearing impairment. We are talking about 1,513 adults and 546 children, for a total of 2,059 in schedule I and

II facilities, and they represent about 30 per cent of our clientele.

Mr. R. F. Johnston: Mr. Chairman, I have a supplementary on this matter that I am not really clear about. You said something, Dr. Farmer, which disturbed me and I may have misunderstood you totally in terms of these people who were identified five years ago and were still in an institution. You made it sound as if these people had gone through some kind of reassessment and undergone some deterioration because they were requiring extra programming. I forget your actual words, I just want to get a clarification on that.

Dr. Farmer: I don't remember saying that and I didn't mean it if I said that. Certainly I don't think they have deteriorated. I think we now have them involved in special programs and I mentioned, for example, that we had the two units for the higherunctioning blind and deaf at Rideau and Huronia and that is the reason for those special units. This is where I would expect those 26 who remain to be.

In terms of the numbers we are quoting, of those, for example, with impaired vision. We are talking about blind and legally blind, which is 90 per cent loss, if you will, in vision; then we are talking about vision-impaired individuals who have 50 per cent or greater loss after correction, and the same sort of comparable figures apply to the hearing impaired. So they are not necessarily totally deaf or totally blind but they have a very serious limitation.

Mr. R. F. Johnston: And they are also said to be mentally retarded.

Mr. Blundy: Mr. Chairman, I would like to ask a question about the children's services committees. In the 1978-79 estimates \$1,050,000 was allocated for that of which there was, essentially, very little spent. We have \$1,100,000 in for 1979-80.

There are four pilot projects still ongoing in that area, I understand. Also, there was one further children's services committee to be set up in the north, I believe. I would like to know whether that has been set up and if it is functioning. I would also like to ask about the progress of the children's services committees that have been set up and, in view of the amount of money that is budgeted this year, are there others going to be set up in other areas throughout the province during this year or in the foreseeable future? I would like to ask, also, are they really catching on? Are they providing a service that you expected they would be providing?

In other words, I would like a report on those-the ongoing ones and those that are

proposed.

Hon. Mr. Norton: Perhaps I could make some preliminary comments and possibly some of the staff who are more intimately involved on an operating basis with the committees could comment further.

The four that have been established are progressing well, in our opinion. The reason, first of all, for the significant underexpenditure last year was that we had, of course, budgeted for up to a full year's operation and the committees came on stream or began operations at various times during the year so, in fact, they required less than the amount we had budgeted. Some of them were well on towards the end of the year before they had an opportunity to hire the support staff, who would be working with them during this stage.

As we discussed before, the committee's intention is and has been that the committees would assume their full responsi-bilities over a period of time. The first stage, for them, was to engage in really two major activities following organization. One was to conduct a careful inventory of all the available services at the present time, within the area that they would serve, to get an inventory of both service and the quantum of dollars for children's services that were available within those communities.

The other part of the first stage was to work with the local agencies. First of all, their role was to assist in the placement of difficult-to-place children, through getting the co-operation of existing services in the community and looking outside that community where necessary, if there were no

appropriate services available.

I think it is fair to say that the first four committees have reached that stage of their development. Once they have achieved that, then they will move on to the further development of their functions as we have an opportunity to work with them, leading ultimately to their assuming a role in the allocation of resources within the community.

Mr. Blundy: None of the four has reached that stage?

Hon. Mr. Norton: No. Most of them have been in operation for at most a year now, just under a year. Certainly it was never anticipated they would reach that stage in the first year. That will probably take two or three years, at least.

Mr. McClellan: I thought it was five years. Hon. Mr. Norton: I think it's closer to three. That's an accelerated five-year plan. We can do better than certain other countries. Our five-year plan is going to take

As far as other communities are concerned, we are doing a variety of things. We are encouraging other communities to engage in voluntary efforts to co-ordinate services locally. That has been reasonably successful in some communities. In other words, they're achieving a degree of interagency co-operation and co-ordination that previously hadn't existed in some communities. We have made available what one might call seed funding, to assist those communities where it's been necessary, in order to facilitate their efforts.

One place that comes to mind immediately is Sudbury, where I think they have made some very real effort and progress in terms of involving the persons from within the Sudbury region, and I believe from as far away as Manitoulin Island and so on. Some of those people have great distances to travel in order to maintain that commitment to volunteer co-ordination. There is representation from some of the Indian communities on their voluntary board. It has meant that there was some need for some staff support, and we have made some money available to that community as well as to some others to assist in that.

It is true also that we are still looking for a model that would be appropriate for a northern community. We are working with some northern communities still to assist in the development of that. By virtue of geography, and the physical separation of communities in northern Ontario, it has meant that it has taken longer than it has in some of the southern Ontario communities.

We appreciate that. Our northern Ontario regional staff are working with communities there to try to help them to develop, and to support them in the development of an appropriate model. There isn't a particular one yet that has appeared to be workable, but we are still hopeful of that.

As you know, the models that exist now are based upon sort of a tripartite involvement; some representatives of local government, service/delivery agency representation, and consumer representation on the board, or broader community representation.

In discussion with some municipalities, there has been desire expressed to try at least one model that would involve what we refer to as a "municipal model," where the co-ordination would take place through a committee of a municipal council. We are looking at such a model. In fact, there is one community that I understand is engaged in the preparation of a proposal to us now. I don't believe we have received it yet. It is

a model of that type.

It's not our intention to proceed with continual development of additional models until we've had a little more experience with the existing ones. I would like to go further with a northern Ontario model and a municipal one, so then we have a pretty broad range of models to assess in the short run, before we make any final determination on what the most appropriate models might be for a province-wide basis.

But at the same time we will continue to work with communities in preparation for this, in encouraging them and assisting them

in voluntary co-ordination.

I might add that Judge Thomson has just reminded me that we are doing external, or having external, evaluations done on the performance and success of each of the models at each stage. At some point you may wish to have a look at those evaluations as they become available.

Mr. Blundy: I would like to ask you along the same line about the regional or district offices. I have had several groups who are delivering services in communities and who have expressed the fact that they seem to be confused. They often approach the regional office and then are referred to the Toronto office, which I thought would be eliminated under the new setup and so forth. But there is some confusion. How do you view that? How is it working? How far is it advanced?

Hon. Mr. Norton: If there are some specific examples, perhaps I could respond more specifically. At this point I would say this: I think it's reasonable to expect that when a ministry has undergone as major a reorganization as ours-and in fact it has really been a dual reorganization, because at the same time that children's services was being reorganized, the whole ministry structure in the province also was being reorganized or decentralized. I think that in the process of preparation for that, in spite of staff training and preparation for this, there are bound to be, from time to time, some difficulties develop that have to be worked out. I trust that the incidents that have been brought to your attention are temporary. I would hope that-

Mr. Blundy: They were temporary delays but frustrating delays.

[3:30]

Hon. Mr. Norton: I think that when one embarks upon this sort of thing, one has to expect that there are going to be frustrations, both for our staff and for people in the field who are relating to our staff. I don't know of any major effort like this that has ever gone without any hitches. If there are specific problems that do arise and if we can assist in trying to work them out, we'd be glad to do that.

I hope it's reaching a point now where most of those kinds of problems have been ironed out. I suppose in a sense it's like breaking in a new car. During your first few miles, you have to watch for the odd problem and it has to be taken back into the shop for adjustment.

Mr. Blundy: I would like to ask about the subsidized adoption service, where a couple will adopt a child who is in great need. I'm talking about one case that has been brought to my attention of a child who has been severely abused. He's blind, I believe. There is a couple in the province that is most anxious to adopt this boy. I understand there are about 25 other prospective adopting parents in the province who are waiting for the decision on the matter of whether they will be taxed on the money they receive.

I understand there is a debate being held between your ministry and federal people as to what will ultimately be done in a case of this kind. The couple who have taken this boy, who is very emotionally disturbed, had been abused, is blind and so forth, are willing to look after him, but they don't feel they should have to pay tax on the money

that is received.

I understand this is being negotiated. I would like to know how that negotiation is going; if it has been resolved, how it was resolved, and when these people would know what they're going to be facing. There are several others in the province who would be willing to take a severely handicapped child as a work of charity and love, but they don't want to be penalized for it.

Hon. Mr. Norton: It's true there has been a problem develop around the question of whether that assistance to a family would be taxable. We had requested an opinion from the federal government. The federal government's position at the present time is that money would be taxed as income. We are still trying to persuade them to treat it otherwise. We have not yet succeeded in that.

Mr. Blundy: Have any of the families who were so disposed to do, withdrawn and cancelled out their decision to adopt a child with special needs because of this indecision?

Judge Thomson: My understanding is there aren't any who have backed out, but there are some who may be in the same position as these people. They are waiting for an

answer to the question, hoping the answer will be the money is not taxable. The difficulty is it's a federal government interpretation of a federal government act, the Income Tax Act, and we really have two ways around it.

One is to convince them it's really not taxable, or secondly, to try to think of a way we can give the money to the parents that would get around the definition of income in the Income Tax Act. So far, we haven't been able to do either of those.

We don't know of people who are saying: "We won't go ahead with it if the final answer is it's taxable." But there certainly are some who are saying: "That obviously affects the amount of dollars we then have to help provide for this child." They would like it to be nontaxable income.

Mr. Blundy: There is this one case where they've already done so, and now they're finding they're having to pay. Anyway, this is still being followed up. Do you think it's going to be resolved soon or have you any idea?

Judge Thomson: Where it stands now is our legal people are putting together an argument, or really a submission, to give to the federal government people to try to convince them to give us a ruling in advance that it will not be taxable. My guess is that ought to be in their hands within the next month. It's hard to know how long it's going to take the federal government to respond to that, but I met with all the adoption supervisors two weeks ago and said I hoped that before the calendar year was out we'd have a position on that so they could be telling prospective adoptive parents what their best guess is as to whether it's going to be taxable or not.

Mr. Blundy: I'd like to ask a few questions about the children's mental health centres and so forth, where anywhere from 60 to 90 beds will be cut, as I understand from the minister's answer to a question the other day.

The minister has said, "We're really not cutting beds but we're just having a reallocation of funds for other services. People like the Vanier centre and the Western children's centre have cut back on beds."

What's going to be done with these children? What about the alternative placement or services for them? This is what people are wanting to know, just the same as the case of the young boy, aged 11, I brought up a week or two ago who was expected to go to the Vanier centre in London. What alternative plans are there for treating people like that? What are you going to do about

them if they're not going to be able to get into the institution?

These kids are not going to get better on their own, so what are we going to do about it?

Hon. Mr. Norton: As I indicated before, it was our intention to work with each of those services over a period of several months, during which they were to achieve the target in terms of their budget—and in this case that was a year-end target—for the gradual shifting within their budget to help them to plan for the development of alternative services, really concurrently with whatever other steps they were going to take. In some cases, clearly that was a reduction of some beds.

In so far as there may have been a problem in those two cases you referred to, it's my opinion that related to perhaps too hasty action taken by the boards of those services, before we, in fact, had a chance to meet with them as we had announced at the time of the announcement, we intended to do. There are still meetings with the Windsor Western Hospital in terms of the children's centre there. The most recent meeting, I guess, was a week ago this past Monday and staff from our ministry were to go down subsequent to that. We had some very real questions about the amount of money they had available.

I think we have explained that according to the hospital administration they were being credited with something like \$18 per bed while, in fact, it appeared to us the actual costs of those beds had been in the neighbourhood of \$90 and \$100 a day.

Mr. Cooke: Don't fool around with that hospital's books. They're the ones who fought to keep Riverview Hospital open and prove the Ministry of Health wrong.

Hon. Mr. Norton: That may well be the case, but at the same time, I just want to make it clear to that hospital and any others, that they're not going to fool around with children's money either.

I'm not suggesting this is what happened —I haven't got the report from our staff yet —but if there is money that's allocated within their budget for children, they're not going to fool around with money and hive it off from children's services and put it into other things either. I will fight them down to the wire on that if they try it.

Mr. Cooke: I'm not suggesting they are, of course.

Hon. Mr. Norton: If that should be happening then I—

Mr. R. F. Johnston: We don't want to have you attacking institutions and communities.

Hon. Mr. Norton: I will see to it that money that's allocated for children in fact goes to children. No one is going to go around undermining services for children—

Mr. R. F. Johnston: If you can get there first.

Hon. Mr. Norton: There is no reason for it to be happening in terms of the money that's available.

Mr. Blundy: Getting back to the question now, okay, so they have cut beds. There are children, I am told, who are now facing a half year to a year wait for service because of the bed cuts. In the interim, what about the needs of the child? What services are going to be provided when you're not going to provide the beds, such as for nonresident people? What are you going to do for those children in the interim?

Hon. Mr. Norton: It has created a special problem for us perhaps in some specific cases where they did act without consulting with us. All I can say is that we will do everything we can, working with them, to get alternatives in place.

Mr. Cooke: How much consultation did you have with these hospitals before you decided to cut their budgets back? You're giving them Hail Columbia for cutting off beds, but you're the one who made the decision not to give them any increase in their budgets.

Hon. Mr. Norton: The Hail Columbia, as you suggest I am giving them-

Mr. Cooke: A better word came to mind, but that's the second best.

Hon. Mr. Norton: You're becoming more restrained.

Mr. Cooke: Here today, yes.

Hon. Mr. Norton: The problem I see is that they ought to have known we were prepared to work with them to see that these kinds of problems did not develop.

Mr. Cooke: That's not what I asked you. What kind of consultation did you have with these hospitals to determine need before you decided you weren't going to raise their budgets?

Hon. Mr. Norton: We were acting upon the basis of consultation over a lengthy period of time, not necessarily with each specific service making a recommendation that we were following in their case—

Mr. R. F. Johnston: You still don't know the impact of the cuts.

Hon. Mr. Norton: —to move in a direction that in fact many of the children's mental health services had already begun to move in; that is, to shift money to outpatient and outreach services away from residential services.

Mr. Blundy: But if you had talked to these institutions such as the Vanier institute and the Windsor Western and told them to shift money and so forth, would they have just deliberately clamped down and closed five or six or 14 beds, whatever the numbers were? It doesn't look as if it was a very long consultative process.

Hon. Mr. Norton: I don't know what they would have done under those circumstances, but the point is we did not say to them, "Your budget as of this moment is cut." We did say to them, "You have a budget target at the end of this year." In fact, they had a year or most of a year in which to work with us to achieve that.

Mr. Cooke: You froze their budget.

Hon. Mr. Norton: In fact, what we did was we gave them a five per cent increase, the same as everyone else, with a target to reduce over the course of the year to the same level as they had prior to the five per cent increase.

Mr. Blundy: I think they saw the hand-writing on the wall, just as they did in the Ministry of Health. They don't have to have a house fall on them to know what you're doing. Obviously they were going to prepare themselves for these cuts that were coming as sure as Christmas was coming.

Hon. Mr. Norton: Of course they knew that there were longer-term reductions in their budgets, because we told them over the course of the year that there would be. It was presented to them in a way that they, we believe, could achieve it without the kind of sudden disruption that resulted from a hasty decision early in the year to close beds. [3:45]

Mr. Sweeney: A supplementary, Mr. Chairman: The problem facing you, Mr. Minister, is somewhat of a parallel with the children's aid societies. You remember the discussion we had a couple of days ago that those children's aid societies that went ahead on their own and made certain decisions were told afterwards, "You weren't supposed to do that, you went ahead and did it, and now you're out on that limb and you get yourself off it some way." Do you not see the parallel that these institutions, these centres, have found themselves in?

On the one hand they have been told there are certain things they shouldn't be doing,

then they think through, "If we do it despite that, we're going to get stuck out on the end of that limb too." In the first case, you say because they acted in a way that was not acceptable to you, you're going to leave them out there. Here you're saying, "They should have known that if they had gone ahead and done it we would have supported them." That's two sides of the same coin; it's awfully hard to deal with it.

Hon. Mr. Norton: You have reversed two situations, I think. It doesn't necessarily change your argument, but I would like to correct the record. With the children's aid societies, those who made decisions before they had the guidelines in terms of staffing—I think that's what you were referring to particularly—

Mr. Sweeney: There were three or four examples; staffing was one, the amount that they paid for a certain service, whatever the case may be.

Hon. Mr. Norton: —with the children's aid societies, where they made that decision before they received the guidelines, we are assisting those societies with their rollover costs or the annualized costs of that staff. But where the societies, after receiving our guidelines, decided to ignore the guidelines, we are not in a position to assist thm.

The same thing applies here. We will help these people in any way we can but we must bear in mind, and I hope they will too, that at the time they made their decision, unless there was some gross breakdown in communication, when the announcement was made, it was indicated that that was not a sudden reduction but it was a reduction target for the year-end and during that period of time we would be working with them to help develop a plan for achieving that and to put alternative services in place.

As to what they did, I suppose they could say they were achieving the goal. I am saying they acted precipitously before we had a chance to work with them in developing that.

Mr. Sweeney: Don't you see, though, the position and the perception that you're putting them in? They know what is going on in other areas of your ministry. When someone seems to take a certain kind of initiative, in other words when he gambles, he takes a risk, he gets chopped. Here you're saying, "You should have taken a certain initiative, you should have gambled a little bit, you should have trusted us."

Mr. Blundy: The minister is not being very consistent.

Hon. Mr. Norton: I'm being perfectly consistent. I think that you misunderstand something. What else are you talking about in terms of other areas of the ministry where people are getting chopped?

Mr. Sweeney: The children's aid society is the one I'm talking about.

Hon. Mr. Norton: They're not getting chopped. The children's aid societies are not getting chopped. I thought we had spent Monday afternoon trying to demonstrate that.

Mr. Sweeney: No, no, just on one area where they seem to have taken an initiative. What you are trying to tell us is, "These people should have known better; they shouldn't have taken this precipitous action. Our record would indicate we're willing to sit down and talk to them."

Hon. Mr. Norton: It's not just a matter of record. It was expressly said at the time of the announcement. I believe the notification that went out to each of them indicated that.

Mr. Sweeney: Maybe all I'm trying to suggest is that the messages out there aren't saying what you think they're saying. That's why they're acting this way.

Hon. Mr. Norton: Each one received a letter from us. I believe if you check the copy of the letter they received it was expressly stated in that that our staff would be in contact with them very shortly to sit down and discuss ways of achieving that.

In both of those cases that you refer to, if my recollection is correct, we heard via the media—at least, I heard via the media, perhaps some of our field staff heard prior to seeing it in the media—that they had taken these decisions before our staff had a chance to meet with them.

Mr. Sweeney: That's got to tell you something.

Hon. Mr. Norton: Yes, it does, and I think one has to be careful about what one reads into it. Verbal and philosophical support existed over the last two years for the kinds of initiatives we embarked upon this year to achieve some of those things in terms of shifting money. There was verbal and philosophical support in our discussions with the people across this province and I don't think it's surprising, given human nature, that in the absence of it affecting the particular service an individual is involved in, they would still probably maintain that verbal and philosophical support for what we're doing. When you must face the reality of achieving what you are agreeing to philosophically it becomes a different matter. It's at that stage, when perhaps for a period of time you do feel some of the pinch that many others in our society are feeling today as well, that your commitment is shaken a little bit.

We're going through a difficult period of adjustment, and I didn't think it was going to be easy. I think it's an important step we're taking. I believe the results will be very positive in terms of children's services in this province. I would be doing less than discharging my responsibility if I were to say, because we are going through a difficult period of time, that I am prepared to throw up my hands in despair.

Nobody who has ever held this particular ministerial responsibility in this government, I think, has ever found that there were not periods of controversy and difficulty. If you're not prepared to achieve the kinds of goals that have been agreed to very broadly in consultation in this province, then you have

no damned business being here.

I didn't expect to come in here and have Ross McClellan pounding the table in support of everything that we're doing. I don't expect it is going to happen even if our estimates went on for another several weeks. But I happen to believe that what we are attempting to achieve is consistent with the message we were getting from some of the very people who are hurting today and if we can see it through this year the results will be very much appreciated in the future.

Mr. Cooke: May I ask a supplementary?

Mr. Chairman: I should interject at this time, I think. We have one hour left. I don't mind entertaining the odd supplementary if it's short and doesn't require a lengthy response which sometimes leads the discussion into other areas. On that basis, Mr. Cooke, I'll allow the supplementary.

Mr. Cooke: If I get a couple of my supplementaries in, when my name comes up on the list I won't have to go over the same stuff again. We might as well do it all at once, otherwise we will have to go from the beginning to the end again.

The minister stated to Mr. Blundy that he wanted to shift some of this money from the inpatient care to the outpatient care. At Windsor Western, in January 1978 the waiting list for assessments in neuropsychology was three months, psychiatry was four to five months, psychology was six months, social work was three months, and speech was four months.

In June 1979 the waiting periods changed considerably. The waiting list has gone from three months in neuropsychology to 13 months, from four to five months in psychiatry. The only one that has stayed steady, I believe, has stayed at four months. Psychology has gone from six months to 12 months, social work has gone from three months to four months, and speech assessment has gone from four months to nine months.

You're saying there's going to be a shift. They can't even cope with the present and they've had to cut back staff because of the funding cutbacks. These are kids who are in need. If outpatient treatment was available they may not eventually have to go into residential care but there are no other places to get assessment in the tri-county area and this is what's been happening to the waiting lists.

Hon. Mr. Norton: The outpatient service that they provide, I understand, has not been affected at this point. If we can work with them, as we have said we would, and as we have been working and will work, we believe we can assist them to improve their outpatient service, their assessment and so on, with support service to the individuals we are referring to, which can significantly reduce those.

Mr. Cooke: Their home-care proposal, which is in response to the savings they are supposed to generate from closing these beds, will not solve any of these problems. I wrote to you about these a year ago.

I wrote to you about these a year ago. The response I got from you at that time—unfortunately, I don't have it in front of me—was that your experience has been that, no matter how much staff you add, there are always lengthy waiting lists. That was the kind of response I got from the ministry at that particular time.

Hon. Mr. Norton: That probably is generally true.

Mr. Cooke: That was the response. I don't think you understand the situation of the centre in Essex county which serves Essex, Kent and Lambton. I don't think you understand that there are no other services. If children's aid wants an assessment, it goes to the regional children's centre or hires a private psychologist. If you want to pay a private psychologist the kind of money we used to have to pay, that's fine. I just don't think you understand the lack of services outside of Metro. That doesn't mean that Metro is adequate, but certainly in terms of services, it does have a bigger variety. We don't have those out in southwestern Ontario and down in the tri-county area.

Mr. McClellan: He doesn't understand them outside of Kingston.

Hon. Mr. Norton: What was that again?

Mr. Cooke: I was going to read an editorial into the record but since I'm sure the chairman would object, I'll send you a copy of it instead. It's a very progressive editorial from a paper that has its ups and downs

with being progressive.

What it basically says is that there are children in Essex county, in the tri-county area, whose lives are at stake because of these cutbacks. Kids who are suicidal are not being able to be taken care of, are being put in "hallway beds in the psychiatric ward" because there are no beds at the regional children's centre. It congratulates the ministry for its contribution to the International Year of the Child.

Hon. Mr. Norton: I don't have it at my fingertips, but I think it might be interesting for you to have a look at the increase in this fiscal year in funding for children in the area you are referring to.

Mr. Cooke: I can hear all your global figures. I'm looking at the regional children's centre and the services in Windsor and Essex county. I prefer to talk about those specific instances because those are services that are being hurt by your policies. You can talk about your 12 per cent and all the rest of that, but I don't buy that. I'm looking at the regional children's centre and I'm looking at the services in our particular area.

Hon. Mr. Norton: I would simply add this point that if we can get the home support program off the ground, I think that it will be of significant assistance.

Mr. Cooke: Why did it take three months to arrange a meeting? The local MPPs met with the board of governors for that particular hospital a good three or four months ago. They were attempting at that time to have a direct meeting with you, which was denied them. Then they apparently met with Judge Thomson, but that was just last week. Why did it take so long to set up a meeting if you were so interested in consultation and getting these new programs in place?

Hon. Mr. Norton: I have apologized to them for this. There was a breakdown somewhere in the field in terms of communication on the setting up of that meeting. There was a delay that should not have occurred. I can read through the list of contacts with them about this. I've got several pages of contacts here, if you want me to go through it, reading it into the record. It's true that in terms of the meeting that occurred last Monday there was an inordinate and unnecessary delay, which was a breakdown in communication for which I have apologized.

Mr. Cooke: The newspaper said the only reason they finally got a meeting was they threatened to make certain things public.

Hon. Mr. Norton: Just a minute, let me just add to that. I don't know what the newspaper said, but I was not aware in terms of the arranging of that meeting that anybody was threatening anything. They are welcome to make public anything they want to.

Mr. Cooke: The only other thing I want to say is that you're doing the exact same thing that the Ministry of Health is doing. What you should have done is put these other alternative programs in place and then taken a look at closing the particular beds. I recognize that it costs you more in the interim, but you don't hurt kids in the process. This way you are putting kids at risk.

Hon. Mr. Norton: I agree it would have cost more in the interim, but even had we had short-term money in which to do that, I suggest to you that it probably would not have been any easier two years from now than it is now. Once more services are in place, it is not going to be any easier to make that shift, even though it is done in the first instance with an express understanding that the additional services now will result in perhaps reduced residential service later on. It's not going to be any easier in two years time. It's just not and you know that.

Mr. Cooke: Just safer for kids. [4:00]

Mr. Blundy: To follow up on my original question, Mr. Minister, the Sarnia Lambton Centre for Children and Youth is now having three- and four-month delays when trying to get special services for children. With the closing of beds at the Madame Vanier centre and in the children's centre at Windsor Western Hospital, that delay is going to be increased.

The minister uses phrases like "emphasize prevention," "emphasize home care," and so forth. What I can't understand, and others have expressed it too, and we have expressed the same things about the Ministry of Health, is if the alternatives were there and you could say to the people, "Okay, the beds have been cut off, but these are the available alternatives," but it's like putting the cart before the horse the way you have done it. You are going to make people suffer and they are exasperated because they can't do anything for their children and youth in these cases.

Hon. Mr. Norton: Do you know whether that service has approached us at all—I don't know myself—for any financial assistance in funding individual children or in seeking

assistance through the prevention funding mechanism or any other special assistance?

Mr. Blundy: I don't know whether they have already approached you, but I am almost certain they will. I have discussed it with John Scholten, the director, and I am sure he will be approaching you about it because their waiting lists are becoming quite unbearable. I'll be back to you on it, don't worry.

Thomson: In response to Mr. Blundy's series of questions, the goal in terms of the reduction of dollars in, for example, mental health programs, was to have those dollars go into programs that would reduce demand for service. We did try to take the interim period of time into account so some of those dollars would be available for the kinds of children who are in need of service now, while some of it would go into other kinds of programs that would have a real impact down the road, like the primary prevention program.

For example, we have some optimism the home support program, if we get it going at Windsor Western, will deal with some of the children who might otherwise have to be in residential care, the very same children in some cases. I think there is some good argument that with good strong home support some of those very children who look so difficult, and are very difficult, can be supported in their own homes.

Mr. Cooke: But the beds are closed now.

Judge Thomson: That is correct. As the minister is indicating, our hope was not to have the closure of beds happen so quickly.

Secondly, what we have done is to take a portion of that money and to add a substantial amount to the budget of what is called the special services unit, or Les Horne's program, which is a program that enables us to develop an individual contract for a particular child. Rather than just buy the bed, you buy a program for a particular child. In fact, his expenditure is going to go from \$200,000 or \$300,000 in actual expenditure last year up to well over \$1 million this year. He will be spending this money on individual programs for individual children, in some cases children who would be going into those residential beds. He's buying actual programs for those individual kids.

Thirdly, for some of the alternative programs like the foster-care program, we have some optimism they will be able to care for some fairly difficult children in a pretty short period of time. There's some real evidence that good specialized foster-care programs can, in fact, provide support for what would otherwise be children who would have to be out of the foster homes they had been in and into long-term institutions.

Finally, taking the training schools area. for example where we have made some closures of what essentially are empty bedsthere are more beds in training schools than there are children being sent-closures that were made this year will produce a fairly substantial sum of money we can put into alternatives beginning April 1. In particular, in the Toronto area, in the central area, there will be over \$1 million saved out of training schools to go into programs in the city of Toronto for the kinds of children who would otherwise in the past have to go to training schools. That would involve dollars for programs such as crisis beds, some specialized foster care, and some fairly staffintensive group homes.

Last of all, when one looks at all the beds in the province-the total number of beds; not just treatment beds, but group-home beds, children's institutional beds, and it's hard to know what's a treatment bed and what's not-in actual fact, while there have been reductions in particular areas, the total number of beds in the province has not been

In addition, our best evidence at this point is when you look at all the beds-and children's mental-health beds are traditionally quite full, so this primarily arises in other areas-we're still talking about something like a 15 or 20 per cent vacancy rate in all the beds we have across the province. It's a question of making the best use of those beds and making best use of those for the children who need residential care.

Mr. Blundy: Those empty beds are chiefly in training schools, not in treatment centres such as we're discussing, I don't think.

Judge Thomson: Actually, they're in programs I guess one might classify as being somewhere in between the two: not intensetreatment beds but rather group-home beds, children's-institution beds, as they are called, or another form of group-home programs. With the two training-school closures, we're much closer now in terms of the distance between the total number of beds and the children in them. In other words, there still are some empty beds in some training schools -for example, the one in the far east and the one in the north-but not nearly as many as there were before.

Mr. Sweeney: Mr. Chairman, through you to the minister, given the Child Welfare Act and the new provisions with respect to child abuse were proclaimed last June, and given that teachers in schools are now legally responsible under that act, what provisions

have been made between your ministry and the Ministry of Education or anyone (a) to provide copies of the legislation to teachers—as a matter of fact, I understand there are even some people in your ministry who don't have a copy—and (b) to provide training for teachers? I have been receiving a tremendous number of complaints from school boards that teachers are very concerned that they are being held liable without training and without even a copy of the legislation.

Hon. Mr. Norton: Perhaps I can ask Judge Thomson to respond specifically to that. I know it's been dealt with somewhat differently in some communities than others, and I know some of the school boards or boards of education in this area have, in fact, had specific training programs for teachers. Sometimes they have been conducted within schools by the administration within schools. In terms of the specific efforts that have been made on our part, perhaps Judge Thomson could respond.

Mr. Cooke: Could he also, maybe at the same time, explain why there were only 500 copies of the consultation paper originally printed? Even members of the Legislature had difficulty getting hold of the green paper, the consultation on the guidelines for child abuse, let alone workers at children's aid societies and teachers within the schools.

Mr. R. F. Johnston: They didn't want it to get into the wrong hands.

Judge Thomson: Perhaps I could deal with that one first. These are the proposed standards for the management of child-abuse cases. What we did as a first go with those standards was to produce the draft document. Then we made those available to all the children's aid societies and had a person go across the province meeting with children's aid societies to talk about those standards and guidelines and get feedback before we put them in final form to release for general review. That's why we did only 500 of them.

We now have almost finalized the standards and guidelines as a result of that consultation. We initially decided to engage in a somewhat limited consultation with a specific audience, using somebody to go out and sit down and meet with them, rather than a very broad circulation of a consultation document as we did with other things like the legislation.

Mr. Cooke: I would assume the majority of the social workers within the CASs didn't get a copy of that paper. There are many more than 500 social workers across the province.

Judge Thomson: I think it's safe to assume the majority of them did not get a copy of the paper in terms of being sent a specific copy. I would have to find out what Jim Dickinson did in terms of bringing together people each time he went out, but my understanding is he had a fairly broad meeting each time he went out to an area although I think he focused probably more on the supervisor level than he did the front line worker level.

My guess is the input he got back in his meetings was more at the supervisor level. I do know he got a lot of responses. His summary of the consultation indicates he got a lot of responses from front-line workers. I think you're probably right that it wouldn't have been a majority of the front-line workers who would have been involved in that first review of the paper.

With respect to the reporting law, an interministerial committee was formed earlier this year, knowing the law was coming in, to start talking about what had to be made available for other ministries and for agencies in the community such as schools. That committee's been ongoing and it has done a number of things. I don't think I can speak to all of them but, for example, one thing they did was produce half a million pamphlets describing the new reporting law for professionals. Those were made available to each ministry and then sent out by each ministry to the agencies that it dealt with; for example, by Health to hospitals and by Education to school boards.

I don't know exactly how each ministry circulated those pamphlets, but there were half a million of them printed by us and made available, and more are still available for anybody who wants them directly from us.

Mr. Sweeney: Excuse me, my reference was not to the fact that there are some words someplace. Are you aware of the fact that there are school boards—never mind schools or individual teachers—but school boards in this province that don't have a copy of the legislation? Where are they? Quite frankly, I've had some difficulty getting one.

Judge Thomson: We made a decision—and it may have been the wrong decision—to take out those sections that specifically relate to child abuse. Reading a piece of law—and that's a 98-section piece of law; it is available, but you're quite right, it's not available in large numbers—reading a piece of law is usually not a very good way to understand what a law says. That's why we made a decision to pull out the sections that

relate to child abuse and the reporting law and specifically describe those and explain what they meant. We sent those out.

We decided to do that rather than the act. Our feeling was that you have to search through and find section 40-something to find out what one's reporting law is. We thought by pulling those out we'd get to more people and people would actually read it and see it better.

That was the decision we made. You're quite right, that pamphlet's a lot easier to get than the act is. There's no question about that, although the compendium of the act I think is now finally in the bookstore and can be obtained by those who want the whole act.

We've also prepared a film. I've seen it. It's not a film, but one of those slide projector things. That's available for people who want an explanation of the new act, and it does involve an explanation of the reporting laws. The University of Toronto has prepared a series of training films which also include the reporting law and that's been made available. Through our newsletter, which goes to over 20,000 people, we made people aware of the existence of that film.

I know the Ministry of Health has been quite active in terms of setting up seminars and conferences, that we've sent staff to, to describe the new reporting law. In most cases it's been people giving speeches or presentations or the sending out of the pamphlets rather than the sending of the whole act.

Mr. Sweeney: Okay, let's come at the second part. Surely you recognize that teachers—I'll just use them as one example and it could apply to several other different groups of people—now have to become more expert at recognizing symptoms of child abuse and are now legally liable and there's no training going on, at least not in the half dozen boards that I was in contact with—not in my own area.

There was something like a seven- or eight-month delay between the time that the act was passed by the Legislature and finally proclaimed, during which period of time that kind of training should have taken place; yet here we are five or six months later again and it still hasn't been done.

You've put these people in a very difficult situation. I would just transmit to you, if it hasn't been done before, that they're very uptight about it. There are people out there who are genuinely—I won't go so far as to say frightened, but genuinely concerned. They're expected to do something and they don't know how to do it, and if they don't do it they're going to get fined. That's the perception that's out there.

Hon. Mr. Norton: We have attempted through the media, in the House and whatever other mechanism we have at our disposal, to make it clear that the onus upon an individual professional is obviously an onus that is consistent with his or her training.

[4:15]

A teacher is not expected to be able to detect, in the same way that perhaps a medical doctor might, evidence of child abuse or neglect. That is something which the courts would clearly take into consideration when assessing whether a teacher discharged his or her statutory responsibility or not.

I think there is no need for them to be uptight, because we're not expecting them to take a specialized training program in detecting child abuse so that they can do the things that nurses or doctors or other medically trained people might do.

I would urge you, if there are people who are uptight about it, that you assist us in any way you can to explain to them that we're not expecting them to be experts. We're just expecting that if teachers see something which they have some reason to suspect may be the result of abuse they would report it.

Judge Thomson: One thing which I left out that may be of some importance is that we made use of the children's aid societies to ensure that the existence of the new law was known in the communities that they represented. We sent each children's aid society a set of materials with a request that it establish local meetings within the community. We told them all how to get hold of the films and so on and asked them to report back to us after a few months on what they're doing in terms of enabling each community that they work in—and that would include people in the school community—to know about the new law.

The school teachers have always been under an obligation to report child abuse. The difference is now there's the possible penalty if one fails to do it. The minister's point is quite true in terms of how that section is interpreted by the courts. It does relate to one's knowledge at the time one encounters the case. It relates to the degree of one's professional ability at that time.

Mr. Sweeney: I have an example of a description of child abuse and the legal responsibilities that was in a teachers' magazine. It doesn't say any of the kinds of things that either you or the minister have just said. This is what teachers are reading. If

nothing else, perhaps I'll just pass that on

to you.

With respect to vocational rehabilitation, I understood one of the reasons the Ministry of Education set up the Trillium School for the learning disabled was to offset the necessity for your ministry to have to fund these severely-learning-disabled students to go to American schools.

We've got two problems with it, however. The first one is, we were told by the Minister of Education that as of this September there would be 40 students in each of the two centres. As of now, there's only 25 in one. The other one isn't even operating.

The second one is that our discussions with the Association for Children with Learning Disabilities clearly say that what's being offered at the Trillium School in no way is a match for what the American schools have been offering in terms of the therapy and psychology, the psychotherapy, whatever you will.

On the basis of that, what continues to be your responsibility or what do you perceive to be your continuing responsibility within your vocational rehabilitation branch for those children with severe learning disabilities for which local school boards are not able to provide the service? Trillium is not the alternative.

Mr. McClellan: That would come under adult services.

Mr. Sweeney: Excuse me, but they come under that. We're talking about children here. Although vocational rehabilitation initially referred to adults, we've long ago fought and won the battle that it does refer to these kids too.

Mr. Chairman: I really do think we are back on adult services. If there can be a quick response to it, perhaps we can go on.

Hon. Mr. Norton: As far as your question, what is our view of our responsibility with respect to children with severe learning disabilities, it remains the same as I had indicated previously. I think it's clear that the present level of operation of Trillium School is not adequate to meet all of the need that exists. I'm not sure it was expected that school or the two centres alone would do that.

It's my understanding that in addition to a specific educational responsibility to children they will also function to some extent as a training centre for other teachers. From them over a period of time will emanate a greater body of training and expertise among the teaching profession in the province. I'm not the Minister of Education but I expect the intention is that through this the boards of education may be enabled to offer better and more specialized service than has been possible in the past.

It would be my opinion that our ministry will continue for the interim period, however long that may be, having a responsibility to provide assistance under our legislation for those children for whom there is not service available in the public education system in the province.

I would say there are a lot of mixed messages in the whole area. I'm not speaking as an expert but I think it is still a relatively new area in terms of knowledge of what kinds of services are appropriate for such children. There is even one case where I understand it's recommended-in fact we have been ordered to fund a child to attend Lakefield College under that program,

Mr. R. F. Johnston: A cruel and unnatural punishment.

Hon. Mr. Norton: I was never aware that Lakefield College had any particular expertise in the area of dealing with learning disabled children. However I haven't heard the Ontario association screaming that was an inappropriate order for us to comply with. There may have been other reasons for Prince Andrew attending that school that I'm not aware of.

Mr. Sweeney: With respect to institutions for retarded children that at one time had predominantly very young children, even babies, and now are facing the situation where those babies are growing up to be quite large children within relatively the same space, what provisions do you make to allow for increased space when that occurs?

Hon. Mr. Norton: Did you say in schools for the retarded?

Mr. Sweeney: Institutions for the retarded. The one example I'm thinking of is Sunbeam Home in Kitchener where vou've got 124 now quite large children where before you had 124 babies in cribs. There's a major crowding situation there and there seems to be some misunderstanding as to just what the provisions are within your ministry to recognize the change that's taken place.

Hon. Mr. Norton: I personally am not aware of that-

Mr. Sweeney: It's not specifically that one. I'm just using that as one example.

Hon. Mr. Norton: Perhaps I can ask Dr. Farmer if he could comment on that.

Dr. Farmer: I'd be glad to speak to it. There are proposals there. There has been a request put forward from the Sunbeam board for the possible expansion of their institutional setting, the building of an additional building for program space. A number of other alternatives are now being searched out and looked at rather than expanding an existing institution which is contrary to the direction in which we would prefer to go.

It may be possible that we can reduce the numbers of clients in that setting and use the space so freed up for program purposes. That would be more in the direction that we are inclined to move. That's under consideration now and no decision has been made as yet.

Mr. Sweeney: Put them where? Where will they go?

Dr. Farmer: Maybe they would move into a schedule I facility; maybe they would move back into community settings of one kind or another as these are developed. It's a question, really, when we know that the entire system is coming down by a substantial number of residents each year, whether you should continue to expand the institutional base. That's why other alternatives are being looked at at this time.

No decision has been made. It may be that it's appropriate to do so.

Mr. Chairman: I presume it's a schedule II facility?

Dr. Farmer: Yes, it is.

Mr. Sweeney: Just one last question, Mr. Chairman. With respect to the provision in the Child Welfare Act on adult adoptees, what has been the experience since that was put into place, given the great concern that was expressed at the time it was put into place; can anyone give me an up-to-date report on it?

Hon. Mr. Norton: I'm sorry I don't know that; I can inquire and get back to you on that.

Judge Thomson: I could say as a general comment that it is operating, and I understand operating well. We have a person whose task it is to receive those reports on registry, and agencies are sending a number of names in.

Hon. Mr. Norton: I thought you meant adults who were applying to be adopted.

Mr. Sweeney: No. That section that caused all the consternation about child welfare legislation, the disclosure one.

Hon. Mr. Norton: I didn't realize, I'm sorry. The most I am aware of, is that it is proceeding. I can't give you precise figures, it is something in the neighbourhood, as I recall—

Mr. Sweeney: I've heard various figures; I just wanted to know if I could get some accurate ones from you people.

Hon. Mr. Norton: We'll get them for you. I'll probably give you an additional set of figures.

Mr. McClellan: My lips are sealed.

Hon. Mr. Norton: Mr. McClellan in his opening remarks, made some specific reference to a number of cases where there had been reunions.

Prior to that my information was that there had been some matches of adoptees and biological parents, but I was not aware at that time there had been any reunions. I'll get back to you on that. If Mr. McClellan is accurate, then his information is more up to date than the last briefing I had on it.

Judge Thomson: You can have that tomorrow. We have the figures; I just haven't looked at them.

Mr. Sweeney: As a general question, has the turmoil predicted by some people actually occurred up to this time?

Hon. Mr. Norton: I'm not aware of any turmoil that has resulted from the present-

Mr. McClellan: In the cabinet?

Hon. Mr. Norton: No, there is not even any turmoil in the cabinet, of that I can assure you. I have had, to date, no complaints about the operation and functioning of the registry. The only controversy at all, and this was in part generated by myself, was dealing with the question of the appropriate notification of persons whose names existed on the— oh I'm sorry, I'm getting the two registries mixed up; that's the abuse registry, sorry. No, I'm not aware of any controversy.

Mr. R. F. Johnston: Mr. Chairman, I appreciate your efforts in trying to give me the floor.

Mr. Chairman: I've been trying.

Mr. R. F. Johnston: I know. I now have 17 minutes?

Hon. Mr. Norton: No. 20.

Mr. Chairman: We have 22 minutes.

Mr. R. F. Johnston: Five minutes goes so fast when you're having fun. I noted the first day there was a real difference between the way your ministry was handling these estimates in terms of lack of flurry. I think you may remember that. I compare this with the Ministry of Health that preceded you here. We have had this wonderful interchange between people on a regular basis and I would just like to congratulate you on this very efficient methodology you have for moving

people back and forth behind us. I think it's worked very well indeed.

Hon. Mr. Norton: It's not necessarily a lack of flurry, it's just that we flurry with a different style; we flail.

Mr. R. F. Johnston: I won't touch that. I just wanted to make one gratuitous remark, other than the two I've made so far, and it has to do with group homes. I think it's unnecessary for me to go too far on that. I didn't jump in with supplementaries on the Etobicoke situation, but it seems to me that in dealing with that whole issue of having a centre and then talking about group homes in Etobicoke, when we know they aren't going to be in Etobicoke, although they may be very close to Etobicoke, in Toronto, points up a fundamental problem which was raised in the House recently. I refer to the lack of success in the promotion and approach to getting group homes. My own area of Scarborough is another example. You don't have many vacancies in Scarborough in your group homes and you don't have many in Etobicoke because you don't have group homes there. It's a severe problem.

[4:30]

Hon. Mr. Norton: The other thing I think is almost equally disturbing is that those communities which are making amendments to their bylaws in some cases are being very selective in terms of who the residents of group homes can be in their communities.

Mr. R. F. Johnston: It indicates interesting choices, I must say as well, given North York's choices, but that's another matter.

We haven't discussed day care. I guess we've got little time left but it's such an important issue I think we should have spent a lot of time on it, if possible, in discussing children's services. At the beginning of your statement you indicated there would be 710 new places in day care in the province this year. That was totalling three different categories of placements—355, 275, and 80—but say 700-odd new places. I'd like to ask how you arrived at that decision to go 700 places; what was the determining factor?

Hon. Mr. Norton: In the first instance you will recall that the figure in the estimates, I think, is 400.

Mr. R. F. Johnston: I think it was 435.

Hon. Mr. Norton: That was based upon a combination of things: the available resources; the knowledge, not necessarily specifically, of waiting lists but of requests we had before us in terms of additional approvals; and then I had made the commitment earlier in the year that if it appeared we could, within our total

allocation find funds to expand upon that during the course of the year I would do so. In August, I believe, we found we would be able to approve an additional 275 places. It is a combination of things, of available resources and the requests that are outstanding from municipalities for approvals.

Mr. R. F. Johnston: What do you estimate to be the need?

Hon. Mr. Norton: I'm not sure I can. I think certainly the need is greater than the available spaces, there are waiting lists, but just how much greater is something which is difficult to determine. In some instances where we have heard figures quoted on waiting lists closer examination reveals a substantial amount of duplication. Throughout most communities there's not a central co-ordinating body through which all applications are channeled. As a consequence we often find there are significant numbers of duplications in the total tally of people on waiting lists. So I couldn't give you a precise figure.

I don't believe the need is as large as some perceive. Some of the figures used in the public discussions really just look at the total number of children in the community under the age of five and say that is the need. I don't think that is representative of the need; there are other alternatives and other choices that many families are able to make and do make. I certainly would agree, however, that the need is greater than we are able to meet in total at this time.

Mr. R. F. Johnston: You must have some idea, some rationale you are operating on to determine what are needed spaces. My impression is that subsidized space is going up faster than spaces for people who can afford day care on an unsubsidized basis; is that true or not?

Hon. Mr. Norton: I'm not sure that's accurate. I think the total number of licensed spaces in the province—and I don't know if the figures are here or not—is now something in the vicinity of about 57,561. The subsidized spaces are—sorry for the delay.

Mr. McClellan: I have the figures for January 1979.

Hon. Mr. Norton: According to the figures I have here, 22,378 subsidized.

Mr. McClellan: And 5,062 licensed.

Hon. Mr. Norton: Yes. That figure has changed, if you take into consideration-

Mr. McClellan: I'm sorry; 53,062 licensed spaces, of which 22,378 are subsidized.

Hon. Mr. Norton: Okay, right. I'm sorry, the first figure I quoted you also included

subsidized private home day care. The figure that Mr. McClellan has is group day care.

So a little less than one-half the available spaces are subsidized at the present time.

Mr. R. F. Johnston: Is that a growth?

Hon. Mr. Norton: In 1975, the number of—

Mr. McClellan: Unfair, unfair; you're taking into account results of the capital expansion program from 1975 to 1977.

Hon. Mr. Norton: For comparative purposes. The member asked, "Does that represent a growth?" I was going to point out results even taking it after the change, to show that there has been growth since that period as well, that 46,202 was the total capacity in 1975 as compared with 54,437 that we have in our figures at this point.

In terms of subsidized spaces, 1975 was 12,583, as compared with 22,378 at the

present time.

Mr. R. F. Johnston: So that's a substantial growth in the subsidized, including percentage.

Hon. Mr. Norton: Yes, it would be a substantial growth percentage-wise. The subsidized spaces have not quite, but almost, doubled. The capacity in total has grown by roughly 20 per cent.

Mr. R. F. Johnston: The impression I'm getting from day care workers in Metro is that they are noticing a larger number of subsidized people. They are therefore noticing the nature of their clientele changing. In point of fact there are some people who are not going to certain day care centres because they find there are too many subsidized people there. Then they get these class distinctions being made and that sort of thing. I'm quite concerned about the possibility of not keeping a very definite balance in terms of economic groups using day-care facilities, so that it does not become or seem to become just something that the poor use, but in fact is available as a right for anybody who wishes to get back into the work force, or education system or whatever.

Hon. Mr. Norton: I can assure you we don't want to see that happen either. I'm not sure what the explanation is for that. It may be that you are assuming what is often said, that subsidized day care is becoming the domain of "welfare families." In fact, it may not be that, it may be that more working families with relatively lower incomes are eligible for some assistance. We don't have any limit on the number of spaces; our limitations are on the numbers of spaces we can subsidize, not the total numbers of

spaces that we can license if they meet our standards.

One encouraging thing—I say encouraging but it's not encouraging in the context of what you're specifically saying here—however, we recognize that the rate of growth is not at an optimum level at this point in time. I do think, however, when one sees the figures that are coming out—and personally I don't know how reliable they are—from Canada Statistics and so on, indicating I believe, as they did for last year, that there was a decline in day-care spaces across Canada of something like 1,700, the fact that we at least have been able to maintain a growth in the same area means, presumably, that relatively speaking other provinces or some other provinces are declining at a much more significant level.

I don't know what the explanation is for that, but I think what we are managing to do here is more encouraging in terms of the

total national picture.

Mr. R. F. Johnston: I wouldn't deny that, I'm not that familiar with the other statistics, but it does concern me that I don't get a real sense of what the commitment is from the ministry in terms of day care. I'm not sure how you see day care, that is in its social function. Do you see it as a major preventative tool?

Do you see it as a useful force, for instance, in a place like Regent Park, where a few of us were today visiting schools which have severe problems in terms of graduates of those schools, from lower income families, moving into vocational high school courses and coming out with skills much lower than those acquired by graduates of other institutions in Toronto? One of the major factors identified by all the teachers and people involved in the innercity school program is that we don't get to those kids early enough. There have been environmental effects on those kids and it's then a problem of catch up after that. Once we have them in the education system, even if it's in all-day kindergarten-to which there is no major commitment, I might say, from the provincial government at this point—even at that stage they play catch up in trying to make up for some of the environmental deficiencies, if you will, that have affected them. I see, in that case, day care being a very useful preventive kind of social tool that should be used.

I was recently asked to go to a day-care operation in my riding, at Centennial College, which is used partially to train day-care workers, and also to provide care for people in the community; there were students and

staff. I had no idea why they would ask me to visit, except that when I got there they had proceeded to pull together letters. When I was there, each of the parents introduced herself, then sat down and wrote me a letter expressing her concerns about day care. I would like to read a few of those things into the record, just as quickly as I possibly can, to get the flavour of what these people say the system does for them. Here's a quotation:

"As a sole-support mother currently attending Centennial College on a full-time basis, day care is a vitally important issue to me. I have two small sons, aged four and two years, in the Centennial College day-care centre. Their placement in the centre has given me a rare opportunity to further my education and build a better future for my children."

Ella McDonald, whose whole letter is fantastic, but I will just read part of it says: "After an investment of eight years in my career, I would have had to leave my job when my first child was born, had there not been an available day-care centre. I was able to return to work with complete confidence that my child was in a caring and stimulating environment"-these are things that they bring up all the time-"that organized day care can provide basically in a central learning environment group for kids. The adjustment for mother and child was smooth; because day care was available I was able to return to work, because I was able to work we were able to buy a house. My second child will be old enough to begin day care very soon. We were exceptionally fortunate to have found reliable infant care."

These women on a regular basis talk about the lack of infant care that's around, and the ability to free women to get back into the work force earlier.

"If we could not find space for my second child I would have to leave my job, we would have to sell our house and face an acutely traumatic change of life style."

There are any number of other of these, mentioning early detection of problems. For instance. "A good day-care program is important to the child because he has to spend the day there with good food, learning activity and quiet playing. Problems and learning disabilities can be pinpointed as in the case of my son."

Her son now is receiving special treatment, because one of the day care workers, who is well trained, happened to recognize the child had a dyslexic difficulty. I am not sure if that is the proper adjective or not.

It seems to me that the need for day care, is absolutely vital to them, not only just in terms of people in the Regent Park kind of

low income community, but also in terms of women who are trying to upgrade themselves through educational opportunities, like Centennial provides, or trying to maintain a career that they have already started. I don't see as adequate, the addition of 710 places in Ontario.

[4:45]

I'm not going to quote the kinds of waiting lists we've been told about, because, as you say, it is hard for us, as opposition members, to determine their validity. That just isn't adequate. I don't have a sense that the ministry has got a hold on what it wants out of day care, what it is trying to do with it.

If the rationale is primarily budgetary, and we were able to squeeze out an extra 210 beds by some internal budget juggling, then I don't think that reflects true planning in this field. I would like to have your feedback on that.

Hon. Mr. Norton: As I said earlier, I don't think any of us would suggest that the rate at which we have been able to increase service in this area has been at an optimum level; I'm not suggesting that. I could agree with many of the things you said about day care. I think, in some instances, for some children it can be an important preventive service. For others, it can be an important developmental service, in terms of early environment.

It is also an area where, although I think there is quite widespread support for group day care, there is still some fairly well informed debate and dissension about early group care as opposed to early more individualized care, whether it takes place in a private thome setting or not. To some extent that troubles me, in the sense that it is not entirely clear there may not be some longer-term concerns that ought to be borne in mind.

I say that, not from a point of view of knowledgeable criticism, but rather from a concern, as someone who is seeing our ministry going through, in a sense, a reduction of institutions which, a few years ago, were seen to be appropriate for the care of certain people in our society. I think we have to try to get some of these things sorted out along the way, in terms of knowing what the effects are in the short and long term.

This is not judgemental, but perhaps cautious, in order that we not find somewhere down the line that we have some dismantling and undoing to do in this area of service to children. There are certainly people who are much more knowledgeable than I who are still prepared to speak out quite forcefully, indicating there is that potential danger.

I don't think there is any question that from an environmental point of view, for many children it is desirable. I think of the kinds of cases, such as in the letter you read, where for some families it is essential.

Mr. McClellan: We have about a minute left to pick up on the report of the Ontario Status of Women Council. There was a recommendation which was virtually identical to the suggestion I made to you. I hadn't been aware of that brief, and I wasn't aware of the report until it was tabled in the House yesterday.

The report recommended to the Provincial Secretary for Social Development (Mrs. Birch) that an interministerial steering committee be set up for community schools to look at the question and ways and means of providing child care within the school system, within what they call community schools.

The provincial secretary has responded that because the issue was under review within your ministry it is not appropriate at this point in time to set up an interministry committee. Let me suggest to you that once your policy paper is completed it would be timely and appropriate at that point to set up precisely such a committee.

I am going to ignore your kind of half-hearted attempt to raise alarmist concerns about day care.

about day care,

Hon. Mr. Norton: I was trying not to be alarmist.

Mr. McClellan: I think I know the academic quack who was involved in that study and I'm also aware of the refutation by scholarly—

Hon. Mr. Norton: Dr. Spock.

Mr. McClellan: Not Dr. Spock.

Hon. Mr. Norton: Well, the person I'm thinking of was refuted recently by Dr. Spock.

Mr. McClellan: Don't fool around with academic quackery is my advice to you, and let's not try to play those kinds of games with day care. I think if you have a serious policy review under way, we will await it, but we will continue to push for such an eminently reasonable proposal as that put forward by the Ontario Status of Women Council.

When I put forward these suggestions I'm not putting them forward in a vacuum. As you well understand, there is an enormous concern in this province that our day-care policies are, to the extent that they exist, inadequate and that this government is simply going to have to end its ambiguity and confusion around day care and get serious about it. Women are in the work force and we have no choice, regardless of your own predilections.

If I could be permitted another 30 seconds, Mr. Chairman, because I think we're probably at the end of our time.

Mr. Chairman: Yes, Mr. Johnston?

Mr. R. F. Johnston: I'm going to say, go ahead Mr. McClellan.

Hon. Mr. Norton: I just want you to know you're on borrowed time. I think we're about a minute past. But we will be patient.

Mr. McClellan: I understand that. I just want to make about three points. Firstly, I think this estimates debate has been useful. We obviously need more time, but one of the things I think we saw on Monday that has happened since the end of September is that the base budgets of children's aid societies have been increased. They have been increased substantially—yes, they have. I don't want to get into a debate at this point, but the statistics speak for themselves. I have the list from the OACAS in September and I have the list Peter Barnes gave us on Monday. As I go through it I discover there have been enormous increases in many societies so I suppose one can measure—let me just finish.

Hon. Mr. Norton: Please don't confuse the issue because, in fact, there is, to the best of my knowledge, only one area in which I have publicly indicated we would extend further consideration to children's aid societies, and I don't think it's fair to say—

Mr. McClellan: Describe it any way you want but we come out of these estimates with better-based budgets for children's aid societies than when we went into them.

Hon. Mr. Norton: They haven't changed during the course of the estimates.

Mr. McClellan: They certainly have, and I take enormous consolation from that.

Hon. Mr. Norton: You have realized that what we've been talking about is much better than was being portrayed earlier and now you'd like to take credit for changing it during the course of the estimates.

Mr. McClellan: No, I'm just saying there has been a substatial upward revision of the base budget of children's aid societies and that is a simple empirical observation. The second point I want to make is that these estimates have revealed the total inadequacy of this ministry's budget process for child welfare and I think even the minister understands that one. I hope we will have, by the end of November, a statement of the new funding formula, together with a statement of the ministry's intentions for the coming fiscal year that will put an end to the kind of shambles that we witnessed this year.

One final 30-second remark, Mr. Chairman.

Hon. Mr. Norton: For the record, what Mr. McClellan is now asking for is what I have already said I was going to do, so let him not take credit for that in another couple of weeks.

Mr. McClellan: The final point that I want to make is that I believe the minister is on a dangerous path in taking money from residential treatment and putting it into other areas. I simply want to say I don't believe the money you are taking from training schools or residential services is going to be spent on the same group of people. I think you are taking money out of residential treatment and putting it into other services, and I'm not at all convinced that the money is going to be put into concrete alternatives serving the same group of people. I think we are going to see, in the coming year, a deterioration of treatment services for particularly hard-to-treat adolescents and disturbed children.

I think you are on very thin ice and I'll leave it that. If we have supplementary esti-

mates in the spring, and I hope we do for a number of reasons, we can pursue precisely these issues.

Hon. Mr. Norton: May I just add this comment?

Mr. McClellan: Cut him off ruthlessly.

Hon. Mr. Norton: I want to thank the committee and also thank Mr. McClellan for couching his remarks in both belief and prophecy rather than fact.

Vote 2903 agreed to.

Mr. Chairman: I'll add that that latest sparring session was all on borrowed time, but I want to thank the minister and the ministry staff and the committee for their cooperation. I'm sorry, Mr. Cooke, we couldn't get you in for the final round. I'm sure you've learned the technique very well, I might add.

On Tuesday next we will begin the estimates of the Ministry of Education and the Ministry of Colleges and Universities.

This completes the estimates for the Ministry of Community and Social Services.

The committee adjourned at 4:56 p.m.

### CONTENTS

			Wednesday, November	7, 1979
Children's	services	program		S-1169
Adjournment				S-1206

# SPEAKERS IN THIS ISSUE

Blundy, P. (Sarnia L)
Cooke, D. (Windsor-Riverside NDP)

Gaunt, M.; Chairman (Huron-Bruce L)

Johnston, R. F. (Scarborough West NDP)

McClellan, R. (Bellwoods NDP)

McKessock, R. (Grey L)

Norton, Hon. K.; Minister of Community and Social Services (Kingston and the Islands PC) Sweeney, J. (Kitchener-Wilmot L)

From the Ministry of Community and Social Services:

Carman, R. D., Deputy Minister

Farmer, Dr. R. A., General Manager, Facilities

Thomson, Judge G., Associate Deputy Minister, Children's Services

Wilson, R. J., Director, Facility Consulting Services

No. S-42



# Legislature of Ontario Debates

Official Report (Hansard)

# **Social Development Committee**

Estimates, Ministry of Education



Third Session, 31st Parliament Tuesday, November 13, 1979

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

# **CONTENTS**

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario. Editor of Debates: Peter Brannan.



# LEGISLATURE OF ONTARIO

Tuesday, November 13, 1979

The committee met at 3:50 p.m. in committee room No. 1.

# ESTIMATES, MINISTRY OF EDUCATION

Mr. Chairman: I would call the committee to order. As the committee knows, we commence the estimates of the Ministry of Education this afternoon. The minister does have a statement, and thereafter we will go to the opposition critics.

Hon. Miss Stephenson: Thank you, Mr. Chairman. At the outset, I should apologize for the fact we do not have copies of the statement available for all members of the committee. We shall have those in the not too distant future, but our communications staff has been actively involved over the weekend in helping with communications in Mississauga and it was not possible to ensure there would be copies. There will be copies for the critics of the opposition parties.

With the presentation of the estimates for the Ministry of Education and the Ministry of Colleges and Universities, I think it might be appropriate for me to refer to the extensive discussions that have attended the presentation of Bill 19, An Act to amalgamate the Ministry of Colleges and Universities and the Ministry of Education. I think it should be clearly understood at the outset that I was very pleased at the interest shown in our educational system by so many organizations and individuals during the hearings of the standing administration of justice committee, dealing with Bill 19.

I am aware of the committee's desire to refer the matter to a select committee and of the request to the House leader to be granted permission to prepare a report based on the submissions made by the delegations received. I do not, however, feel such a report would be of value to the committee's deliberations on the matter of amalgamation of the ministries.

Very careful study and analysis of all the briefs and all the records put before the committee have been made by me and by members of my staff. Indeed, I met with many of the groups during the time the justice committee hearings took place. For example, I met with the Ontario Teachers'

Federation, the Ontario Association of Alternative and Independent Schools, the Ontario Federation of Students, the university faculty associations, public school home and school associations, the Ontario Public School Men Teachers' Federation, the Toronto and Hamilton teachers' colleges staffs, student representatives of several universities, including Lakehead students of McMaster University, George Brown College, Ontario College of Art, University of Toronto, Mohawk College and the Stratford Central Secondary School, to name but a few.

It was suggested during the hearings that rather than concentrating efforts on internal reorganization the ministries should be concerned with the problems which our educational system is facing. I can assure you we are attempting to do just that. We are very much aware of and deeply concerned with those problems and are making every conceivable effort to get on with the job. I can't help' but feel the protracted length of the deliberations on Bill 19 has served to obstruct our progress in dealing with some of these issues.

The purpose, indeed the objective, of the smalgamation, as I stated in the justice committee in May of this year, is to achieve greater co-ordination across the entire spectrum of education. This objective was evident in data which was included in the Interface study and the report of the Commission on Declining Enrolment.

I believe, despite the relatively short time since the administrative moves were made within the ministries, we have been able to work towards achieving a more consistent and consolidated approach to the problem which we face.

The delegations which appeared before the committee and those which simply filed their submissions, represented all facets of the educational system and there appeared to be some consistency in the arguments which were put forward by each element. The 13 groups of teachers showed concern about what they perceived to be cutbacks in funding and the resultant cutbacks in available resources. As you are aware, funding to all sectors of education has increased consistently each year, and, as you are also aware, it rests with the individual school boards and/or post-secondary institutions to make decisions regarding the specific allocations. It would, I believe, be totally irresponsible for the government in a period of fiscal constraint to advocate a principle of accelerated spending in any area, including that of education.

The pupil-teacher ratio has consistently declined since 1955, and I am quite aware of the fact pupil-teacher ratio and actual class size are not necessarily the same thing. There is, however, no conclusive evidence or research data in this country which completely supports the contention that a smaller class enables a teacher to provide better learning experiences for students. In fact, one can find at the present time data which supports the opposite theory.

The teachers groups who met with me and with the justice committee did not appear to be opposed to the principle of amalgamation. Rather, they expressed concern that the issues they face would somehow be lost or buried within the new ministry. I can only say the structure has been designed to facilitate and to co-ordinate action on all of those issues. In so far as access to the minister is concerned, I can assure you I have met with representatives of various teacher federations and associations on nine separate occasions since the start of the hearings on Bill 19 in May of this year.

It is apparent I can empathize with the issues which the various parent groups brought to the committee. I can easily understand their concerns for the quality of the education which their children are receiving, but I believe, as most of them do, the teachers in our schools are providing the children within our province with a high quality of educational program. I cannot, however, support the concept that viable programs can be provided in schools where enrolments have dropped to a level where only a very small number of teachers are called upon to serve in a great variety of roles.

The decision, for example, of the North York Board of Education to close a number of schools is based, as the committee was made aware, on input from all sectors of the community and upon demographic projections which suggest the school population in that area will continue to decline, at least in the foreseeable future. The decision was that of the North York board, not that of the ministry. It was, I believe, based on careful re-

search and consideration of all the relevant data.

Every effort is being made to retain within this province and within that community the concept of community schools, while at the same time offering the best possible program to the students of the province. In some instances parents indicated they were concerned that the single ministry would lose sight of the interests of the child in the classroom. I can assure you that neither I, as Minister of Education and as Minister of Colleges and Universities since August of last year, nor any members of my staff have ever lost sight of the importance of providing the very best educational experience to each child within our schools.

Almost half of the delegations which appeared before the justice committee concerning Bill 19 represented the post-secondary community. Because they felt they represented the smaller constituency in the world of education, they expressed deep concern they would be totally overshadowed by the elementary/secondary community. As you may be aware, the university affairs division has been retained in the restructured ministries. The only alteration has been the assignment to that division of the teacher education branch.

Responsibility for the training of teachers now rests entirely with the faculties of education within the universities. I cannot accept the idea, expressed in particular by the Federation of Women Teachers' Associations of Ontario, that the faculties of education cannot deal as effectively with the training of elementary teachers as did the Ontario Teacher Education Colleges. In a number of instances, Mr. Chairman, the faculty from the OTECs have in fact, joined the faculties of education.

As I assured the committee in May, and as I have assured the Council of Ontario Universities, the Ontario Council on University Affairs, and representatives of the individual universities with whom I have met, there is no intention on the part of the government to interfere with the traditional autonomy and the traditional academic freedom of the universities of this province.

Mr. Speaker—Mr. Chairman, I should say; I have a small hang up right at the moment, so you'll forgive me—I was extremely impressed with the articulate and thoughtful presentations made by the representatives of the various organizations of university students. These students are, I believe, a credit to our universities and to the province of Ontario. Their input regarding a variety of issues is

most valuable and will be given ongoing consideration by the university affairs division

and by the ministry as a whole.

The unfortunate problems which arose last year at this time, in the fall of 1978, in the Ontario Student Awards Program are now well under control. The program is running smoothly at this time and the recommendations which were made by the students and by others for modifications to the program are being considered. I am aware students in the post-secondary institutions are currently being encouraged to send me postcards concerning changes in tuition fees. I am aware some 10,000 of these were printed, but I should like you to know we have received fewer than 100 to date. This, I feel, is an indication that the students are relatively satisfied with the current tuition levels and are not concerned any future revisions will have serious effects on their participation in university education.

[4:00]

As the university affairs division has remained virtually unchanged, the college affairs and manpower planning division remains as well. It continues with its responsibilities for the community colleges and for skills training and apprenticeship. An added dimension in this area is the interface with the newly created manpower commission. I am very pleased with the initiatives that are being put forward by this division in the area of skills training. The employer sponsored training program, announced by my predecessor, Dr. Parrott, in June 1978, will be in place in appoximately 50 communities by the end of 1980 and will involve some 5,000 new trainees.

Mr. Cooke: Mr. Chairman, before the minister continues, may I raise a point of order? I understand we are doing the Ministry of Education estimates.

Mr. Chairman: Yes, we are.

Mr. Cooke: Which are quite different from the Ministry of Colleges and Universities estimates.

Hon. Miss Stephenson: I am simply using this period of time to make some comments about some of the concerns which were put forward during the hearings of Bill 19, which I have not had an opportunity to do—

Mr. Cooke: Can I assume that there will be a statement at the beginning of Colleges and Universities estimates?

Hon. Miss Stephenson: Relating to Colleges and Universities, specifically? Yes.

Mr. Cooke: But you do intend to go through the 160 pages?

Hon. Miss Stephenson: Yes, I do.

Mr. McClellan: Speaking to the point of order, there is a provision in the standing orders against reading—I don't know the exact words—at undue length from a printed document. While we have been very patient with respect to the traditional ministerial and critics' leadoffs, I submit to you, sir, that reading from 160 pages of a printed book violates the standing order, and I would like a ruling on that.

Mr. Chairman: You are quite correct in stating there is a provision in the standing orders to which you have made reference. I haven't detected that the minister is reading verbatim all the time. I think she is reading from copious notes, and that is done on a regular basis. I think the tradition, as it has been developed in committee, and certainly in the House during leadoff statements, is that the minister does have the right to advance the programs of a particular ministry in a leadoff statement, which is in most cases always typed, and for the most part, read. I would say the minister is quite in order to proceed.

Mr. Cooke: Mr. Chairman, I do think these are the Ministry of Education estimates. There was an opportunity in the justice committee for the minister to respond to the hearings. She did not take that opportunity, and we will be reconvening in that committee in response to Bill 19. I am not committee in formation that the minister is presenting is not helpful, but I am not convinced that reading a 160-page document—a lot of it on Bill 19—in this committee is particularly in order.

Hon. Miss Stephenson: Mr. Chairman, the bulk of the information which I will provide is not related to Bill 19. These are just some preliminary comments at the beginning of the estimates.

Mr. Chairman: Are your comments in relation to Bill 19 almost completed?

Hon. Miss Stephenson: Almost completed.
Mr. McClellan: May I have a copy of that book?

Hon. Miss Stephenson: It is not a book, and if you had been here earlier you would have heard me apologize for not being able to provide you with copies of the opening statement because of the commitment of our communications division to the improvement of communications and facilitation of communications in Mississauga over the weekend.

Mr. Bounsall: What exactly are they doing?

Hon. Miss Stephenson: They are all busy. They are still there, as a matter of fact. They will be back with us tomorrow if all goes well. We will have the document ready for you at that time.

Mr. Bounsall: I missed the preliminary remarks. What are they doing there?

Hon. Miss Stephenson: Assisting with communications, the development of statements and information.

Mr. McClellan: Your contempt is clear, Madam Minister.

Mr. Chairman: Mr. Cooke, I am assured the minister's comments with relation to Bill 19, as it bears on a branch of the Ministry of Colleges and Universities, are almost complete, and that the minister will be making another statement to open up those particular estimates. You, as critic for your party, will have a chance to respond to those comments.

Mr. Cooke: I trust it won't be 160 pages. Mr. Chairman: Perhaps we could proceed.

Hon. Miss Stephenson: Mr. Chairman, a number of delegations made representation regarding adult and continuing education. Our senior and continuing education branch within the ministry has undertaken a study of this entire area. During the last six months it has gathered quite a considerable amount of data which I feel sure will lead to a broaden-

ing and strengthening of programs.

I understand the decision of the chairman of the administration of justice committee that in order for the committee to make a thoughtful decision regarding the amalgamation of Bill 19, it was necessary to invite submissions from all of those concerned with education. I am certainly heartened by the interest which was shown by those who took the time to prepare and to present briefs to the committee. However, I am not convinced that all of the testimony given had a direct bearing, or does now, on the amalgamation of the Ministry of Education and the Ministry of Colleges and Universities. I think the real issue and objective of the merger may have been lost, as a matter of fact. The decision to amalgamate the ministries was made in order that we might provide a more consistent, more coordinated system of education in Ontario and this objective can hardly be construed as a detriment to education.

Mr. Chairman, I am the first to admit we are facing serious problems in education today in the areas of declining enrolment and the slower growth of funding, but I remain convinced that these problems will be better dealt

with by a single strong ministry.

If I may, I should now like to present the estimates for the Ministry of Education and to begin with a statement of goals.

Mr. Chairman, the values of a society are both reflected in and shaped by its educational system. In its reflecting role, education must honour those values and ideals which are considered important by society in its shaping role. Education must provide leadership and vision. Fulfilling these two roles requires an understanding of what society is and what it may become. In considering what society may become, we must rely on reasonably informed predictions.

The most commonly held views are that we can expect the following circumstances

within our society:

(1) A period of growing inflation and financial restraint; (2) A decline in job opportunities for the highly educated and for unskilled youth; (3) A reduction in the per capita consumption of energy; (4) An aging population; (5) The emergence of alternative family structures to replace the concept of a nuclear family; (6) An increased pressure on Canada to accept large numbers of immigrants from countries undergoing political upheaval; (7) A more sophisticated and accessible data-processing and electronic media.

(8) Improved social and economic status for minority groups; (9) An expanded concept of education to extend beyond formal schooling and to encompass a variety of populations; (10) A greater need for environmental control and conservation of natural resources; (11) A shifting of economic balance within Canada; (12) Increasing difficulty in making accurate labour market forecasts; (13) Scientific advances in cybernetics and the control of mechanical, biological and electronic systems; (14) The increased necessity for an individual to experience a variety of career patterns and life styles.

All of us can determine our own lists and I have indicated only a few of the items with which we will be faced. Against such a list, however, we have to pose a key question. How can an educational system help young people to accept the challenge of redirecting the negative forces and reinforcing the positive forces in the society envisioned by such predictions? Basically, I think our answer lies in the image of the learner for whom the educational system exists, the learner who should continue to seek and to learn and to understand long after the last class has ended and the last textbook has been shut.

The image of the learner in guidelines and policy statements is complex. Recognizing the diversity of individual abilities and interests, the learner emerges as an active participant in education, who gains satisfaction from the dynamics of learning. The concept of the learner as a mere processor of information

has been replaced by the image of the learner as a self-motivated, self-directed problem solver, aware of both the processes and the uses of learning, and deriving a sense of selfworth and self-confidence from a variety of accomplishments.

This learner is guided by values consistent with personal religious beliefs, with ethical precepts, ethnic and cultural traditions and the common good of society. This image of the learner reveals a methodical thinker who is capable of inquiry, analysis, synthesis and evaluation, as well as a perceptive discoverer capable of resourcefulness, intuition and creativity.

This image of the learner is not too idealistic, nor is it applicable only to advanced stages of cognitive development. Young children or youth with learning disabilities can begin to become this image. The point is that the kind of education provided for the learner envisaged here is quite different from that which would be provided for a learner envisaged, for example, as requiring a strictly regimented program filled with information to be assimilated and regurgitated, or a reluctant learner who had to be coerced and directed at every step of the way towards the acquisition of knowledge.

The goals of education flow from the image of the learner for whom the educational system is being provided. Our image of the learner relies as much on the process as it does on the content of learning, because it is through the process that our young people become lifelong learners who have, as C. P. Snow has said, "the future in their bones," as well as the past in their heads. The inquiring mind and the contemplative spirit can carry our lifelong learners into the uncertain and possibly threatening future, with confidence, resourcefulness and integrity.

It is, however, from our present that we build a bridge to the future, a bridge that derives its strength and its stability from the positive values of our society. In looking at the present, we can see that many social beliefs and values are reflected in the Ontario educational system. These include a belief in the worth of each individual, in a respect for the diversity of skills, talents, cultural or ethnic backgrounds, interests, aspirations and special needs that each may represent. Concern for others, the importance of personal and societal responsibilities and civil rights in a democratic society, the need to respect natural resources and the environment, the significance of the family, the

benefits of health and physical fitness, the value of an educated populace as an economic and cultural resource, the advantages of national unity and bilingualism, all are also beliefs that the educational system shares with other social institutions. In reflecting these beliefs, educators become vital, though I would remind you not exclusive, guardians of our social inheritance.

Moving from this brief exploration of our evolving society, the creation of the learner and the role for education, we can turn to a more detailed exploration of the goals of education. In so doing, I recognize that such an exploration must not take on the aura of eternal rigidity or ossification. At any particular time our goals for education have varying degrees of permanence, varying degrees of shading, of importance and of meaning.

We have set out at this point the goals of education within Ontario. The family is clearly one of the prime forces in the total education and development of most children within this province. Further influences come from the church, the community, the media and a variety of other social forces. The provision of education is a shared responsibility and when there is harmony amongst all groups in their beliefs and practices, the goals of education can be forged from the needs of society and from the wealth of accumulated knowledge about teaching and learning. These goals can then be pursued with vigour and with confidence.

In Ontario I believe we have and will continue to strive to provide in the schools of the province equal educational opportunity for all. In its contribution to programs, personnel, facilities and resources the government has the overall purpose of helping individual learners achieve their potential in physical, intellectual, emotional, social, cultural and moral development. The goals of education, therefore, are designed to help each individual student to develop.

[4:15]

I'm going to list the goals we have established for education within Ontario, I would remind you that they are not listed in any order of specific importance.

The first goal is responsiveness to the dynamic processes of learning: The processes of learning include observing, sensing, inquiring, creating, analysing, synthesizing, evaluating and communicating. The dynamic aspect of these processes arises from their source in many instinctive human activities, their application to real-life experiences and their

systematic interrelation within the curriculum. The dynamic processes should release in the students responsiveness and excitement, and an energy of the most positive kind.

2. Resourcefulness, adaptability and creativity in learning and living: These attributes apply to ways of study and inquiry to the management of personal affairs, such as career plans and leisure activities, and to the individual's ability to cope with chal-

lenge and change.

3. Basic knowledge and skills needed to comprehend and express ideas through words, numbers and other symbols: Such knowledge and skills will assist the learner in applying rational and intuitive processes to the identification and solution of problems by using language aptly as a means of communication and an instrument of thought, by reading, listening and viewing with comprehension and insight, and by understanding and using mathematical operations and concepts.

4. Physical fitness and good health: Factors that contribute to fitness and good health include regular physical activity, an understanding of human biology and nutrition, an avoidance of health hazards and a positive

attitude towards personal wellbeing.

5. Satisfaction from participating in and from sharing the participation of others in various forms of artistic expression: Artistic expression involves the clarification and restructuring of personal perception and experience that is found in visual arts, music, drama and literature, as well as in other areas of the curriculum where both the expressive and receptive capabilities of the learner are being developed.

6. A feeling of self-worth: Self-worth is affected by internal and external influences. Internally it is fostered by a realistic self-appraisal, confidence and conviction in the pursuit of excellence, self-discipline, and the satisfaction of achievement. Externally it is reinforced by encouragement, respect and

supportive evaluation.

7. An understanding of the role of the individual within the family and the role of the family within society: Within the family the individual shares responsibility, develops caring relationships and acquires values. Within society the family contributes to the stability and quality of a democratic way of life.

8. Skills that contribute to self-reliance and solving practical problems in everyday life: These skills include the management of personal resources; the ability to participate in legal and civic transactions; the art of parenthood; responsible consumerism; the

appropriate use of community agencies and services; the application of accident-prevention techniques; and the basic technology of home maintenance.

9. The acceptance of personal responsibility in society at the local, provincial, national and international levels: Responsibility in society requires knowing about one's community, one's country and the rest of one's world. It grows from an understanding of social order, a respect for the law and the rights of others and a concern for the quality of life both at home and abroad.

10. Esteem for the cultures, customs and beliefs of a wide variety of societal groups: This goal is related to social concord and individual enrichment. In Canada and in Ontario it includes regard for our native peoples, the English- and French-founding peoples, multiculturalism and for national

identity and national unity.

11. Skills and attitudes to respond to the expectations of the world of work; this is an important goal: As well as the appropriate academic, technical and interpersonal skills, this goal applies to the development of good work habits, flexibility, initiative, leadership, coping with stress and an appreciation of the dignity of work.

12. A commitment to wise interaction with the environment: This is an interaction which requires a knowledgeable concern for the quality of the environment, the careful use of natural resources; and the humane

treatment of living things.

13. Values related to personal ethical and religious beliefs and to the common welfare of society: Moral development in the schools depends in part on the commitment to ethical principles and its consideration of religious beliefs, a strong respect for the ideals held by others and an identification of both personal and societal values.

In setting out these goals, as I said earlier, I really have not arranged them in any particular order of importance, nor can they be said to be discrete categories from which a checklist should be made. The personal nature of learning and the uneven rhythm of human development preclude such a sequential or fragmented approach. The translation of goals into classroom objectives, however, leads to the establishment of sequences of learning appropriate to the particular level and stages of development of those students for whom a program is being planned.

To the extent that these goals of education can be reached through endeavours both inside and outside the schools, the future citizens of Ontario will be lifelong learners who can think clearly, feel deeply, and act wisely.

Having outlined the goals of education in the elementary and secondary schools as they are now reflected in the government's educational policy, I should like to review some of the activities of the Ministry of Education in pursuit of those goals. Mr. Chairman, in my remarks I will be following roughly the sequence of votes and items as given in the printed estimates.

Administrative services are essential for the efficient operation of any ministry. I should like to draw your attention to a few important initiatives in that area.

The ministry continues to pursue an aggressive public information program. Three million five hundred thousand fact sheets on 19 topics of interest to students and parents have been distributed since April 1979 through a network of 1,300 outlets including supermarkets, libraries, banks, credit union offices and other private and public buildings. Each of these fact sheets is available in English and French. To respond to multicultural needs, translation into Spanish, Greek, Ukrainian, Portuguese, Cantonese, Vietnamese, Cree and Ojibway is under way. A fact sheet entitled An Introduction to Education in Ontario was recently translated and distributed to Vietnamese refugees in the province.

Mr. Bounsall: Are any of these complete?

Hon. Miss Stephenson: The Vietnamese fact sheet is complete, yes, the Introduction to Education. I think there are a couple of others that are complete at this point as well. We can list those for you, if you like.

The use of word-processing equipment has been expanded to reduce turnaround time in responding to written public inquiries. Public inquiries personnel received training to enable them to deal effectively with inquiries concerning post-secondary as well as elementary/secondary education.

A French-language services section was created and staffed to provide improved French-language communication services, including the processing of documents for translation, the editing of these documents, the writing of French-language materials, and the provision of responses to French-language inquiries.

A thorough review of the ministry's computerized mailing list system has begun with a view to achieving consolidation and elimination of duplications. The conversion of a manual file of approximately 12,000 16-

millimetre film titles held by school boards across the province into a machine-readable data base was undertaken. Byproducts of this conversion process will be film catalogues with compatible subject headings and bilingual subject access.

Print production procedures were revised and streamlined and new procedures related to the timely preparation of mailing lists and scheduling of distribution services were implemented.

A policy on computer hardware and software selection is presently under review and guidelines and procedures for Ontario school boards will be distributed early next year.

A complete evaluation of computer hardware applicable to the educational community is also being initiated. With the advent of new microminiaturization technology, this is a very timely and essential measure.

The ministry is undertaking an evaluation of computer-assisted instruction software and will compile a directory of computer software for the educational community throughout Ontario. This approach should maximize utilization, eliminate duplication and ensure a level of integrity of computer software content.

The ministry is also planning to test and evaluate computer-assisted instructional programs. To assist in these initiatives, a computer steering committee has been set up, consisting of educators from schools and school boards and from the Ministry of Education.

In my introduction I outlined the goals that are being pursued in elementary and secondary education in Ontario. Central to achieving these goals are the activities which are supported within the educational program vote. It's the continuing intention of the ministry that curriculum in this province be fully appropriate to the needs of students within our society. To this end, a committee has been established to identify curriculum development needs and priorities for the next five

The committee has been examining societal characteristics and trends and their implication for curriculum development. The committee is also identifying those existing guidelines, for example, in the area of business studies and technological studies which need to be updated to ensure that skills and concepts are consistent with current knowledge and practice within the work place.

The ministry, through the curriculum development process, must ensure an appropriate program framework in the schools. We must then go on to help the schools in

the process of matching the program to the individual learning needs of children. A ministry memorandum of December 1978 has initiated the development of procedures to help teachers create and modify learning opportunities, based upon their observations of children's learning needs.

The early identification procedures now in operation throughout Ontario provide an excellent example of ministry-board co-operation, Boards have been very ready to share their experience and their material with others and it is heartening to note that those adapting materials from other boards take great pains to adapt them to their own needs. A random survey published by the Ontario Association of Curriculum Development in its October 1979 issue of Curriculum Connections shows a wide variety of approach.

There are other measures by which the ministry is helping boards at this time and

they are these:

The designation within each regional office of staff members with responsibility for assisting boards with early identification procedures; cosponsorship with the Ontario Institute for Studies in Education of an international symposium on the subject last May—May 1979—which was attended by teachers from all over Ontario; there has been sponsorship of several research studies intended to help boards to establish early identification procedures; there is at present in preparation a resource guide scheduled for release in early 1980, offering teachers practical suggestions for use in early identification programs within the context of the primary division.

A major emphasis continues to be the publication of the curriculum guidelines which are the basis for courses of study developed at the local level. We are continuing, however, to produce support documents in the Curriculum Ideas for Teachers series.

Currently, 36 documents are in preparation on such topics as Conservation of Energy, English, Family Studies, and Alcohol Educa-

tion.

It is anticipated that approximately 10 new English-language documents will be published during 1979-80. Among these are: Technological Studies, a publication which is intended to bring technical education up to date with current knowledge and practice; Mathematics Intermediate Division, which will be introduced for the 1980-81 school year; a resource guide for the English, Senior Division Guideline, which is intended to be of assistance to all teachers of English in planning courses from the guideline, keeping in mind the career choices of students as well as various levels of difficulty; a resource

guide on the use of the library resource centre in implementing the program expectations identified in The Formative Years (Circular P1J1), in Circular HS1 and subject guidelines; and a guidance support document for The Formative Years (P1J1). With the completion of this document schools will have curriculum information on guidance for all students within the elementary and secondary

school systems of the province.

It is the policy of the Ministry of Education to provide for the French-language schools of Ontario assistance and materials that will enable every student to realize the objectives set forth in the curriculum guidelines. The curriculum development thrust in the anglophone sector is therefore paralleled in the francophone sector as rapidly as available resources permit. There are currently 73 French-language curriculum documents in the schools. During the past year the ministry has developed additional materials in support of existing French language guidelines and no fewer than 54 are now in preparation, 34 of which will be issued during the current fiscal vear.

[4:30]

They cover such basics as francais and anglais, as well as some particularly interesting new social science documents at the senior division level, which are entitled A History of Franco-Ontarians.

To support the importance of fitness in the primary-junior divisions, the Ministry of Education has provided advisory assistance to OECA in the production of an 18-program television series on fitness and nutrition entitled Body Works. They will be broadcast over TV-Ontario during November of this year.

In co-operation with the Ministry of Health we're developing a resource package entitled Your Health and Alcohol, showing a variety of approaches in helping intermediate division students to understand the use, misuse, and abuse of beverage alcohol and its effects upon the family, the individual and the community.

We are assisting the Ministry of Transportation and Communications to develop a series of three films, teacher guides and student resource materials dealing with drinking and driving, for use in driver education and health education programs.

In the past several months two documents in the curriculum ideas for teachers series have been distributed to schools in Ontario. These documents, entitled Using the Newspaper to Teach English as a Second Language and Using Media in the English as a Second Language Program Dialect, give practical

suggestions of immediate use to classroom teachers.

A third support document, entitled Art Activities for an Integrated ESL/D Program, is also currently being distributed to schools. A high priority has been given to the development of revised programs in French as a second language and publications are being developed designed to provide resource lists and guidelines for core French programs, kindergarten to grade 13, and to reproduce and distribute materials for French immersion programs. The resource list for French provides teachers of core French and their consultants and co-ordinators with an extensive list of supplementary French materials, both print and films as well as videotapes, for use in all four divisions-primary, junior, intermediate and senior.

Publications and distribution should be completed by December of this year. The major effort during the remainder of this year—that is, 1979—and the early months of 1980 will be the publication of the core French curriculum guideline for primary, junior, intermediate and senior divisions. In March 1979, 6,000 copies of the preliminary draft of the guidelines were distributed for validation. It is expected that publication and distribution will take place in the spring of 1980 so that the guideline may be implemented by September 1981.

This is an extensive guideline outlining ministry policy for core French and content for programs starting at grades one, four, seven or nine. The third phase of French immersion materials will be distributed in 1980.

In modern languages, the influences of heritage language programs at the elementary level on modern language programs at the secondary level will be monitored to study the enrolment patterns in all such programs and to identify any implications for guideline revision or development.

During the current school year, work is continuing on curriculum documents designed to integrate the multicultural concept in curriculum into the intermediate division. Prepared by writing teams of classroom teachers from across the province, a draft manuscript of a resource guide integrating black studies in the intermediate division curriculum is at the validation stage.

In addition, the resource list for a multicultural society is being revised for publication. As a result of the work of a committee of volunteer educators representing a number of ethnocultural and religious groups, guidelines for authors and publishers have been prepared for the purpose of avoiding racial, religious and cultural bias in preparing learning materials for use in Ontario schools.

Students working in the ministry's multicultural program recently researched and developed a school year calendar, named Celebrations of Our Multicultural Society, which has been published and distributed to all schools in the province for the International Year of the Child.

The funding of the heritage language program has been reviewed and increased. Statistics on the first two school years in which the program has been offered indicate an increase of 24 per cent in total enrolment with over 65,000 students in these language classes. The ministry continues the high school leadership training program which was started in 1977 to provide schools relating to intercultural and interracial situations within the schools.

The residential program for student and staff representatives was offered in 1978 to the seven Metropolitan Toronto school boards. The York Board of Education was so enthusiastic about the program that the board decided to use this as the model for its own project this year. That decision provided the opportunity for the ministry to invite the Peel Board of Education to participate with the six Metropolitan Toronto school boards in the recent camp at Longford Mills in October.

The project provides an example of the kinds of initiatives being developed by the Ministry of Education in the area of race relations. Another significant event was our cosponsorship of the third annual human rights and civil liberties institute on strategies against prejudice and racism within the schools.

Speaking of human rights and civil liberties, in the continuing process undertaken by the ministry to produce curiculum material for and about native people, a guideline for the senior division is currently being developed. With the completion of that material, the ministry will have produced native-oriented curriculum for use across the full kindergarten to grade 13 spectrum.

A very successful native counselling training program has been jointly undertaken by the Ministry of Education and the federal Department of Indian Affairs and Northern Development. A native social counsellor serves functions that have a direct relationship to the retention in schools of native students in this province. Twenty successful candidates graduated after completing the three-part program in 1979.

The ministry and the Department of Indian Affairs and Northern Development are also jointly involved in a northern native language project which will provide direction to the ministry in the areas of native and English

language programming.

Some of the other thrusts in curriculum development involves the guidelines, Science, Intermediate Division, 1978, which is undergoing its first full year of implementation in the schools. Five publishers are actively engaged in preparing or revising textbooks to support the new document. There is a great deal of very commendable and creative local curriculum adaptation in school boards in intermediate division science, particularly at grades seven and eight.

The development of a senior division, grades 11 and 12, biology guidelines is very well under way. This will permit schools to offer courses in general biology and/or human physiology. New senior division guidelines in physics and chemistry are considered high priority items and their development will be-

gin as soon as possible.

In the increasingly important matter of creating student awareness of the energy situation and ways in which to conserve precious energy supplies, the ministry, in cooperation with the Ministry of Energy, has undertaken several initiatives. The preparation of resource materials about energy and energy conservation for all divisions, K-13, the provision of a service to school boards related to energy conservation methods in school plants affecting heating and lighting to reduce consumption cost, the design and monitoring of solar energy facilities at Applewood Public School in St. Catharines and West Humber Collegiate Institute in Etobicoke, research in schools related to insulation and energy conservation, the provision of a three-week summer professional development seminar in energy conservation for teachers of the intermediate division, co-operation and advice to Ontario Hydro in the development of teaching materials for the classroom, co-operation and involvement with the federal Department of Energy, Mines and Resources in the provision of an energy van program in Ontario schools and among interested community groups and co-operation with the Department of Energy, Mines and Resources in the distribution to schools of an energy conservation resource booklet, entitled Energy Management for the Future. for grades six to 10.

Metrication is an ongoing process in the schools in this province. The implementation of metric measures is currently and gradually affecting the secondary school program since most students leaving the elementary schools are familiar with the fundamental metric units. Programs in home economics, science and technology are introducing the new units,

the kilojoule of energy, the newton of force, the kilopascal for atmospheric pressure, the newton metre for a torque wrench and so on. All new or revised textbooks are introducing the international system of units known as SI in appropriate areas of the curriculum.

Curriculum revision must be supported by the revision of texts. The ministry is operating three important programs in this area. The learning materials development plan is designed to encourage the development and production of Canadian learning materials. It is intended primarily to meet the needs for learning materials that might not otherwise be fulfilled because of prevailing market conditions.

The fund was started in fiscal year 1975-76 and an annual competition has been held since then. All applications for funding are considered on a competitive basis by an independent advisory committee which recommends projects to the minister for funding. Once a project has been accepted for funding an agreement is prepared that will specify the commitments and the understandings of the two parties concerned.

During fiscal year 1978-79, 26 projects were funded in the amount of \$495,000. For fiscal year 1979-80, the expenditure of approximately \$460,000 is being allocated. A total of 189 applications for the competition were received, requesting approximately \$5.5

million in funding.

The French-language learning materials fund parallels the plan I've just described. This program is to ensure that students in French-language schools or units have relevant and adequate textbooks and other needed learning materials written in their language. Incentives are offered to authors, publishers and producers on a cost-sharing agreement to provide this material. The budget voted is \$2.4 million for 1979-80.

A brochure is published explaining the objectives, the rules and the priorities. Applications are reviewed in the same way as those submitted for the English language program. This program is now in its third year and has so far generated more than 100 various books and kits for both elementary and secondary panels.

The book purchase plan was inaugurated five years ago following a recommendation of the Royal Commission on Book Publishing. It is a means by which the government pays for the single examination copies of new text-books which are sent by the publishers to the schools of the province. The program provides valuable support to the educational publishing industry. It is particularly valuable

to the small publishers, who are almost without exception Canadian.

This plan makes the matter of supplying free samples of new texts fair to everyone, large and small publishers, large and small schools, large and small boards. These sample texts are important because they are the key to promoting the sale of new books, as well as to good curriculum implementation.

Circular HS1, the document which outlines secondary school program organization, has been distributed to the school boards in a new format with numbered sections, a comprehensive index and a glossary of terms. This year the HS1 advisory committee has an additional three members representing supervisory officers in addition to the 10 members representing the Ontario Teachers' Federation and the five members representing the ministry.

The effective date for implementing the document has been extended to September 1982, allowing longer time for response by the schools and for consideration by the ministry of possible changes. The authority for awarding credit for structured on-the-job training programs is contained in circular HS1, 1979-81.

Co-operative education courses are offered by many school boards to enable students to obtain credit through courses that combine in-school and out-of-school components provided that the school maintains control of the design, the implementation, the monitoring and the evaluation of such courses.

The emphasis on any job placement is upon the learning environment which is provided for the student. Co-operative education provides an opportunity to enhance school programs through integration with local business and local industrial organizations. In the co-operative plan, preparation and practice are acquired simultaneously. Things which may be taught best in school are taught there, while other phases of an activity which are best learned on the actual job site are taught there. Theory is learned in the classroom and the application is made in the job situation.

## [4:45]

A linkage program has also been instituted whereby secondary schools are invited to participate in a pilot program which can offer successful students training credits for an advanced standing within a particular trade. These credits will facilitate students proceeding to further training after graduation from secondary schools.

Appropriate standardized training profiles—detailed curriculum outlines, in other words—for the trades included in the program are sent upon request to schools wishing to participate in the pilot program. The testing for training credit is separate from evaluation for secondary school graduation diploma credit in the subject.

As standardized training profiles become available, the pilot program will be extended beyond the eight subject fields now included within the program. A pilot project to assist the interface between secondary schools and community colleges in business education is being planned. Preliminary discussions have been held and the enthusiasm expressed for the pilot project initiated by secondary school officials in London and the faculty of Fanshawe College of Applied Arts and Technology is notable.

The number of needs of secondary school students, both those terminating and those continuing their education, will be examined. The results will be compared with the requirements of employers and post-secondary institutions. Adjustments to curriculum will be recommended to improve the employment possibilities of students terminating their schooling and to identify more precisely the achievements of those going on to postsecondary education. Ten secondary schools across the province will be involved in another pilot program to test with the assistance of guidance officers from the regional offices, a 25-lesson sequence designed to improve work and employability skills.

The four themes of the program include the meaning and value of work, the sources of employment, the process of applying for a job and the things which one must know in order to be successful on the job. It is anticipated that on the basis of the pilot program, a revised version will be available to all secondary schools in the fall of 1980.

Another innovation has been the first Ontario Career Week which took place from October 24 to November 4 of this year. The event was co-ordinated by a broadly based steering committee, including representatives from the Ministry of Education, This week provided a special opportunity for students to focus upon occupations, employment, the importance of skill training, entrepreneurship, research and career planning. It is expected that all provinces in Canada will agree upon a common date for this week in the year 1980.

An ongoing liaison has been established with the counsellor educators of Ontario in terms of program and curriculum. Recently, an agreement was reached about the competencies expected of counsellor trainees for each of the three parts of the counsellor education program. A conference for counsellor educators, sponsored by the ministry, will be held in the spring of 1980. The ministry will also continue to sponsor the Franco-Ontarian dialogue which is held annually.

Since 1975, the Council for Franco-Ontarian Affairs has organized these successful seminars which bring together Frenchlanguage guidance counsellors from Frenchlanguage instructional units and admissions officials from colleges and from universities. The object of the dialogue is to enhance an exchange of information to facilitate the transition of Franco-Ontario secondary school students to post-secondary establishments offering courses in the French language. The next seminar is to be held at Laurentian University on May 7, 8 and 9, 1980, and it is anticipated there will be 125 participants at that time.

The ministry has continued to produce the publication After 8? which is intended for students who are preparing to enter secondary schools and especially for their parents. It describes choices open to students as they move from grade eight to secondary school. After 8? stresses the importance of parents, the students and the school working together to plan the student's secondary school program.

To assist in a rationally-planned transition from secondary school to further education and/or working life, the ministry is continuing to give high priority to the provision and further development of the student guidance information service. SGIS provides up-to-date, accurate information on careers, on training and on educational institutions.

It's a computerized service which is available to all Ontario secondary schools and to grades nine and 10 of the separate schools of the province. During 1978-79, 626,000—there were 613,000 English and 13,000 French—requests were made of SGIS, representing over 135,000 users. The service is available in English and in French and it is also used by a number of institutions outside the school system.

The vocational interest search, or VIS, which has been added to the system, assists students with career exploration through the use of interest inventories. When labour market projections are available in a useful form they too will be added to the service.

The transition to post-secondary education is also facilitated by proper school records and transcripts derived from them. A new Ontario school record manual was sent to schools in December of 1978 and has proved to be a popular document. It gives guidance counsellors, principals and teachers clear guidelines regarding collection, maintenance and release of data about students.

A committee has been active in designing a proposed new form called the Ontario student transcript. It is intended that this transcript will be placed in the Ontario student record folder to replace section C of that folder. The transcript will show the full name of all courses taken, the mark attained, the credit value and the level of difficulty of the course. The new transcript will thus ensure a uniform provincial means of communicating student achievement to all concerned and will allow a much better statistical base of information than is now the case.

A major priority in the Ministry of Education is the generation of a provincial policy statement on adult and continuing education, which I mentioned earlier. Since April, a task force of ministry officials has been at work producing a study paper which will be released for discussion and reaction from the public and from Ontario educators. The paper will include a statement of principles and a discussion of important issues related to adult and continuing education. Following analysis of the reaction, a policy document will be developed containing guidance and direction to those involved in adult and continuing education in various sectors of the province.

As promised in the throne speech of 1978 and confirmed in my message to the Legislature on December 15, 1978, the government will introduce amendments to the Education Act, 1974, making it a responsibility for school boards in Ontario to provide special education programs and services for all students who require such services. It is planned at that time to introduce a plan for phasing in the delivery of special education as a result of the multiyear planning approach, following a needs assessment evaluation done in each school board. It is anticipated that excess cost funding will be approved for this purpose, based upon a cost study report to be submitted on or about November 30.

It is planned that 12 representative school boards in the province will serve as agents in a pilot study during the 1980-81 academic year to refine the planning and the delivery methods which might then be utilized with all boards as our "responsibility legislation" is implemented.

I would like to assure you that the provision of appropriate programs and services for pupils with learning disabilities continues to be an important priority within the Ministry of Educaton. On December 21, 1978, a detailed memorandum, entitled The Education of Students with Learning Disabilities, was sent to all school boards. This memorandum was designed to indicate ministry expectations and to assist boards in making appropriate provision for students with learning disabilities. A companion memorandum provided boards with information on referrals to the Trillium school, the first publicly-supported residential school in Canada for students with learning disabilities.

Trillium opened in September and both its school and its teacher education program have attracted much favourable attention. The teacher education program is proving to be a most valuable resource in the professional development of teachers in this field. Provision has been made for teachers to be placed in the learning clinics at the Hospital for Sick Children and at the Children's Hospital

pital of Eastern Ontario.

These projects were developed on a model basis in response to the need for bringing together detailed assessment and programming. The function of the teachers in these projects is to participate in assessments as members of the assessment team and to translate into sound instructional practice the results of such assessments. This process involves developing individualized programs and working with the home teacher to ensure that an appropriate instructional program is implemented and is continued. Initial indications are that this approach is proving to be extremely successful and useful.

To assist teachers to provide better programs for students with learning disabilities, a curriculum support document has been developed in the Curriculum Ideas for Teachers series, a comprehensive and detailed publication which has been subjected to a vigorous and extensive validation process. The response we have received has been unanimously favourable and the document will now be printed and sent to the schools in the new year.

I wonder if I could just elaborate for a moment on the Trillium school, Mr. Chairman, and on its new companion school for Franco-Ontarian students, Le Centre Jules Léger in Ottawa. The Trillium school, for severely learning disabled English-speaking pupils who require a residential program, was opened for students on September 4, 1979 and there were 24 pupils registered for the first day. Four additional pupils were later enrolled.

The construction of the educational facility is complete, the necessary renovations for the residents will be completed by November 15.

At that time, another six pupils will be enrolled. Enrolment will be at the maximum capacity of 40 when school reopens after the Christmas vacation.

The school operates a five-day and a seven-day weekly program. There are currently 17 pupils in the seven-day program. An inservice teacher education program is an integral part of the Trillium program. There have been four sessions of five days' duration each for groups of 12 teachers and consultants who are employed by school boards throughout the province. For the duration of the program the teachers live on the premises in accommodation provided at no charge. The school board which employs the teacher provides the cost of transportation and the meals. The board receives a per diem payment, through the school budget, for each teacher to offset the cost of an occasional teacher where one is required.

Another initiative in special education for Franco-Ontarian children with learning disabilities has been recognized by the recent opening of the Ottawa demonstration school, Le Centre Jules Léger. As part of the faculty of education in the University of Ottawa the centre has been refurbished, staff hired and students enrolled. Our francophone students are already benefiting from the new services that have been established.

The teacher education program is expected to begin in the early months of 1980. If the teacher education program at the Trillium school is any indication of the immediate future, the centre will also have a decided impact upon the orientation and training of Franco-Ontarian teachers in the area of learning disabilities.

A number of other developments in special education are also worthy of consideration. School boards in the province are encouraged to provide teachers in approved care and treatment facilities where children are unable to attend local schools each day. Agreements have been developed between school boards and facilities under permissive legislation. As of January 1979, there were 115 agreements in place across the province. Approximately 400 teachers are involved in these programs. When agreements are approved for grant purposes, school boards are reimbursed for the salaries of the teachers plus an allowance for equipment, supplies and administrative and consultative services.

Nine boards of education established under section 68 of the Education Act operate school programs in crippled children's treatment centres. Many educators feel that crippled children's treatment centres' school programs could be improved if they were operated by a local school board. A change will be made in the general legislative grants 1980 which will allow local school boards to assume the responsibility for section 68 boards to operate crippled children's treatment centres without any financial burden.

There is a need to determine the provisions and the extent of special education programs at the secondary school level in the province in order to ascertain what the ministry's position should be in this area as it relates to policy statements, curriculum development, school organization, delivery of program, teacher education and the production of support documents.

[5:00]

Memorandum 1978-79:31 indicated the ministry would gather information on the transition into secondary schools of students who had a history of special education placement within the primary elementary panel. The ministry will follow up the commitments stated in Memorandum 1978-79:31 through a contractual research project which will be completed by April 1, 1980.

Since 1975, the Ministry of Community and Social Services had been providing support under the Vocational Rehabilitation Services Act for learning-disabled pupils to attend private educational residential facilities in Canada and in the United States. In 1975, that ministry was directed to continue the restricted provision of residential care for children with learning disabilities through its vocational rehabilitation program. It was indicated further at that time that the regulations of the vocational rehabilitation program would be revised with a view towards terminating future eligibility of children with learning disabilities for out-ofprovince programs.

A detailed proposal has been developed by officials of the Ministry of Education and the Ministry of Community and Social Services to phase out vocational rehabilitation services involvement in learning disabilities, as the Ministry of Education phases in responsibility legislation. This proposal will be considered shortly.

The northern regional directors of education, ComSoc regional directors and area managers from the north, representatives of the special education branch and the regional services division are currently discussing the provision of psychological and assessment services in the north. The problem with the provision of these services has long required resolution and I am encouraged by the discussions to date and anxious that this important goal be met successfully.

Encouragement is being given to making school facilities more accessible for physically handicapped pupils. A special grant system started in 1975 includes provision for physically handicapped children whenever any school board in Ontario is building, expanding or altering a school. Approved costs for such items are 90 per cent of the actual cost of the approved features.

Ontario schools for the deaf and blind have long been held in high esteem across Canada and internationally as well. The work carried out in these schools commands great respect. Our regional centre for the visually handicapped, the W. Ross Macdonald School, provides educational opportunities to visually handicapped and multihandicapped blind pupils, including those who are deaf-blind, for whom no suitable local program is available. That school trains teachers and supports that the school and in programs offered by local school boards.

The school also provides resource services to local programs for visually handicapped students. Special learning materials are produced at the school for use in provincially operated schools and in schools operated by local school boards. Educational programs are currently being provided at the W. Ross Macdonald School for 187 blind and 39 deafblind pupils. Ten teachers of the blind, 12 teachers of the deaf-blind, 28 school aides and seven residence counsellors are also being trained. One hundred and ninety-one activities related to the resource function have been undertaken.

The production of learning materials has involved placing 68 new titles in large print. 680 large-print books are being printed and 1,205 large-print books are being distributed to 179 visually handicapped students in provincial schools and local school board programs.

Educational services to multiple-handicapped deaf-blind students were established at the W. Ross Macdonald School in September 1971. By September 1978, there were 33 pupils enrolled and a known unserved population of 10 Ontario children and five from western Canada.

A plan was developed to provide education for these children and in September 1979 six more purils were enrolled in the program. Preparations are nearly completed to enrol another three children in January 1980. The remaining six of the 15 pupils should enrol at the W. Ross Macdonald in September, 1980.

Within the group of 42 children in the program in January 1980, there will be 10 pupils from western Canada. The costs of education for these pupils are borne by the province wherein the child normally resides. The children are grouped in units or modules of three, each of which is served by two residence counsellors, one teacher's aide and one teacher. There are 59 staff in total, including the principal or head teacher, and support staff.

The Ministry of Education operates three regional centres for the hearing handicapped. These centres provide educational opportunities for 836 pupils from all parts of Ontario for whom no appropriate local program is available. The program encompasses children from the preschool years up to secondary school graduation. In addition, the Sir James Whitney School, Belleville, provides a special program for 65 aphasic pupils.

Mr. Bounsall: Just at this point, could I ask what an aphasic student is?

Hon. Miss Stephenson: An aphasic student is one who cannot speak.

The regional centres provide a resource service in support of programs for hearing-impaired pupils at the local board level. In pursuit of this function, the regional centres provide approximately 450 resources visits to local programs. Each regional centre provides a home visiting service to support preschool hearing-impaired children and their parents. The regional centres support and conduct professional development courses in the education of hearing-impaired and aphasic children.

During the summer of 1979, 129 teachers were involved in the inservice training sessions for teaching speech to deaf children, teaching reading to deaf children, and special techniques for dealing with other language difficulties and with aphasia.

The teacher education centre at the Sir James Whitney School is training 19 teachers to specialize in the education of hearing-impaired students. These teachers are supported financially during the one-year training period by a bursary from the Ministry of Education.

The teacher education centre also provides a videotape and film captioning service for teaching materials for use in the regional centres. Thirty-five hours of captioned film were produced and distributed during the past year. The quality and economic efficiency of this service is unmatched anywhere.

I would also like to refer to the programs of education in developmental centre schools and in the training schools. The ministry is currently providing educational programs for approximately 1,200 students in 13 develop-

mental centre schools. These pupils may be retarded, mentally handicapped, emotionally or socially maladjusted, or multiple handicapped.

The prime goal of the schools is to provide opportunities for each pupil to acquire the basic skills, knowledge and attitudes which he or she needs for participation in society. In each centre, ministry staff function co-operatively with the staff of the Ministry of Community and Social Sedvices with an integrated multidisciplinary team approach which addresses the needs, interests and abilities of the pupils.

Great emphasis is placed on individualized programming with an individual program plan for each pupil. Communication skills, motor skills and life skills are included in all of these programs. Participation in social and recreational activities in both school and community is also encouraged.

The ministry supports the concept of integration of pupils into the community, and programs are designed in such a way as to support this approach. It is further supported by liaison services which the schools provide to school boards. Liaison teachers assist boards and community based agencies in the referral of pupils to the ministry schools and in the smooth integration of pupils from these schools into community schools when this is appropriate for the pupil.

Socially trained teachers are essential if these programs are to have positive results. The ministry employs highly qualified special education teachers within the schools. In addidition, paraprofessional classroom assistants are employed to support and assist teaching staff in individualizing instruction. Staff are encouraged to upgrade and improve their qualifications and their skills by attendance at professional courses, workshops and seminars.

The ministry currently provides educational programs in five training schools operated by the Ministry of Community and Social Services. The pupil population here varies from 300 to 400 pupils at any given time, depending upon the time of the year. These pupils represent young people in conflict with the law and a variety of exceptionalities.

In each training school, ministry staff functions co-operatively with staff of the Ministry of Community and Social Services in an integrated team approach, again, which addresses the needs, interests and abilities of the students. Heavy emphasis is placed upon life skills programs for the pupils and individualization of instruction is encouraged.

The ministry supports the concept of integration of these pupils as well into com-

munity based programs as soon as this proves feasible for each popil. Liaison services are being developed to assist in the smooth transition of pupils from training schools to the communities.

The educational units within these facilities provide special programs to meet the diverse needs of the pupils. Special education teachers are employed by the ministry in order to ensure a high quality educational program. These teachers also are encouraged to upgrade and improve their qualifications regularly through professional courses, workshops and seminars.

I am sure the members of the committee are aware that the Ministry of Education's correspondence education branch is, in effect, the largest school in Canada. Through the correspondence education branch program educational opportunities are being provided for Ontario residents who might otherwise be denied them, and for residents whose circumstances are such that an alternative to classroom instruction is necessary or is desirable.

The program consists of 140 secondary school courses from grades nine to 13, of which 34 are in the French language, and elementary courses from grades one to eight in both French and English. Approximately 72,000 Ontario residents participate each year in the secondary school courses and 500 in the elementary school courses.

The thousands of residents each year who take advantage of the opportunities for learning by correspondence have widely diverse backgrounds, ages and objectives. They include mature students resuming their studies in order to qualify for diplomas: students seeking admission to post-secondary courses or promotion in their employment; persons studying subjects related to their interests, their hobbies, or their employment, senior secondary school students seeking to supplement their school programs; students temporarily absent from the province who are concerned about maintaining continuity in their education; students who are unable to attend school for medical reasons or because of distance from school; and students released from school for whom correspondence courses provide an alternative educational opportunity.

The courses and services are free of charge. The services are maintained by 102 permanent staff members and about 730 associate teachers who evaluate the students' assignments on a fee-for-service basis. Textbooks are lent free of charge for all courses except those in grade 13. Ministry policies and the regulations governing secondary

school diplomas and related matters are observed.

In 1979-80, several important initiatives were taken to improve correspondence education. In September 1979, as a part of a major developmental initiative, 34 new secondary courses and revised elementary courses in the French language were introduced into the branch program. A computerized system is being phased into branch activity. Among the benefits to be derived from the system are an elimination of many former manual sorting and recording operations; an immediate access to statistical needs for control and planning purposes: and an automatic production of information on student enrolment and achievement and on associate teacher activity.

A system of direct mailing of assignments between the student and teacher will be phased in during 1979-80. The advantages in the two-way mailing system over the previous four-way mailing system are both in cost reduction and in improvement of services to the student. By gaining access to the ministry's computerized guidance system, both the English-language and French-language versions, the correspondence education branch is able to perform an improved counselling service to the thousands of Ontario residents who each year seek the branch's help in planning careers and seeking different educational opportunities.

[5:15]

In moving on to teacher education, I would like to point out that a major undertaking of the teacher education branch this year has been the closing of the Ontario Teacher Education College with its two campuses in Toronto and in Hamilton. With respect to the employment of the staff members displaced, I am pleased to inform you that out of 100 employees displaced, 94 have found alternative employment, retired on pension, or, through medical disability, received long-term income protection. The manpower adjustment committee which was instituted at the behest of the ministry and the Ontario Public Service Employees' Union will continue to pursue its objective of identifying vacancies for the six remaining staff who are unemployed. I have every confidence that search will be successful.

The two buildings at Toronto are being used now by Centennial College for its East York campus and negotiations are well under way with the Hamilton-Wentworth Separate School Board with respect to the drawing up of a short-term lease for the use of the Hamilton building by the board.

Further, the branch has been participating in a research activity concerned with the role of the supervisory officer and the method of preparing candidates for the supervisory officer role.

The Regulation 407 Review Committee is studying the new regulation with a view to recommending any necessary amendments. Preliminary steps have been taken to transfer the courses for the upgrading of teachers to teacher education institutions operated by the universities.

The faculties of education at Western and Brock Universities have been reviewed and the teacher education branch is currently working on a proposal by which additional qualifications courses can also be reviewed. The regional professional development plan managed by the teacher education branch continues to operate in 1979-80.

It's quite common to hear that the methods used to transfer legislative grants to school boards are overly complex. It seems to me that simplicity of our grant regulations, given the size of this particular vote, should be reviewed at this point. I'm not sure that all the members of the committee are aware of the background of the development of this program so I shall discuss that briefly.

The variable percentage grant plan in effect from 1969 to 1977 was designed to incorporate the concepts of the local responsibility and equality of educational opportunity. It addressed the issue of local responsibility by introducing block grants whereby financial resources were allocated to local school jurisdictions which, in turn, established priorities and utilized these funds on the basis of their own policies and program delivery systems.

The plan addressed the issue of equality of educational opportunity by introducing equalization grants. The basic philosophy of the variable percentage grant plan is that the financial burden of each school board jurisdiction should be directly related to its level of expenditure and that all jurisdictions, irrespective of local wealth, should have an identical mill rate for comparable level of expenditure.

For example, if a school board with an expenditure of \$1,000 per pupil and a mill rate on its equalized property assessment of six mills increased its expenditure to \$1,250 per pupil, its rate would be 7.5 mills, an increase of 25 per cent both in the expenditure and in the mill rate. Secondly, all school boards with an expenditure of \$1,000 per pupil would have a rate of six mills on their equalized property assessment.

This equalization was brought about by paying different rates of grant to individual school boards. A school board with a low property-assessment base would receive a higher rate of provincial support in order to compensate for its limited ability to raise revenues locally. A school board with a high property-assessment base would receive a lower rate of provincial support since it could raise a substantial amount of local revenues with the same mill rate.

The grant plan for 1979 continues on the basis of mill rate equalization and on the basis of equality of educational opportunity. The new plan, referred to as the mill rate equalization plan, introduced in 1978 is based upon the principle of equal yield for equal effort. That is, all school boards with the same mill rate, or the same effort, on their equalization property assessment will have the same financial revenues per pupil, or yield, through a combination of local property tax revenues and provincial grants.

Instead of the variable percentage grant plan with different rates of provincial support, all boards will have the same equalized mill rate for the same level of recognized ordinary expenditure per pupil. Provincial grants become the difference between the yield and the equalized mill rate and the board's recognized ordinary expenditure. The maximum ordinary expenditure per elementary school pupil which will be recognized for grant purposes for 1979 is \$1,409 and all boards will have an equalized mill rate of 8.406 mills for a recognized ordinary expenditure of \$1,409 per pupil.

The equalized mill rate of 8.406 is for a recognized ordinary expenditure of \$1,409 per pupil. The mill rate is proportionately lower for a public or a separate school board with a recognized ordinary expenditure of less than \$1,409 per pupil. For example, if a board has a recognized expenditure of \$1,339 per pupil, five per cent below the grant ceiling of \$1,409 per pupil, the board's equalized mill rate will be 7.986 mills, or five per cent less than the

8.406 mills referred to before.

For a secondary school board the comparable figures for 1979 are \$1,983 per pupil and 6.440 mills. The maximum ordinary expenditure per secondary school pupil which will be recognized for grant purposes for 1979 is \$1,983, and all boards will have an equalized mill rate of 6.440 mills for a recognized ordinary expenditure of \$1,983 per pupil.

In addition to the general provisions described, the mill rate equalization plan has special provisions, first, for grant weighting factors, and second, for French-language in-

Variations in the need for education services and in the cost of providing comparable education services are recognized through the use of grant weighting factors, in order to achieve a greater degree of equality of educational opportunity for all pupils in the province. School boards providing essential additional education services and/or experiencing higher costs in providing comparable education services, have their recognized ordinary expenditure increased through grant weighting factors to reflect such programs and services without imposing an additional financial burden on the local ratepayers.

The grant weighting factors reflect the school board's need for special education; for compensatory education; for language instruction and technical and vocational education; for regional differences in the price of goods and services; for the additional cost of maintaining a highly experienced and highly qualified teaching staff; also for the diseconomies experienced by small school boards, and by small schools in both instructional and administrative areas.

Particular attention should be drawn to the improvements in the small boards weighting factor for 1979. These improvements were introduced to help offset the financial problems associated with declining enrolment for a school board with a low enrolment base. The amounts to reflect the higher school board administrative cost per pupil experienced in the operation of such school boards were increased for boards with a total elementary and secondary enrolment of less than 2,000 pupils.

In addition, all boards with an elementary or secondary school enrolment of less than 4,000 pupils that experienced a drop in enrolment between September 1977 and September 1978 in excess of the provincial average received additional financial assistance to offset the fixed costs that cannot normally be reduced during the first year of a decline in enrolment. Additional financial resources are made available to school boards in recognition of the additional direct and indirect costs of providing French-as-a-first language programs and services. The additional direct and indirect costs include both the higher costs of operating French-language instructional units and the additional cost of operating within a single school system mutually equitable education programs and services where both French and English are the language of instruction.

Direct costs are those that can be identified as being directly related to the provision of both French-as-a-first-language programs and services and include cost-related translation services, the higher cost of French-language textbooks and learning materials, curriculum development activities, additional supervisory personnel coordinators, consultants, librarians and support service personnel. Indirect costs include costs related to higher school administration and plant operation and maintenance that result from operating a school system with both French-language and Englishlanguage schools.

The additional amounts recognized for grant purposes for French as a first language enables school boards to have a higher level of expenditure without imposing an additional financial burden on the local rate payers. School boards are fully reimbursed for the amounts recognized for grant purposes.

Additional amounts are recognized for grant purposes for French programs for English-language students, such as the core programs 20 to 40 minutes per day, the extended programs and the immersion programs. In accordance with the general provision of the mill rate equalization plan, all school boards have the same mill rate on their equalized assessment for the same level of French as a second language.

For 1979, public or separate school boards will have an equalized mill rate of .172 mills per \$50 per pupil of recognized expenditure, for French as a second language. Secondary schools will have an equalized mill rate of 0.084 mills per \$50 per pupil. The provincial grant for French as a second language is the difference between the amount recognized for grant purposes and the yield of the equalized mill rate. The mill rates, 0.172 equalized mills per \$50 per elementary pupil and 0.084 equalized mills per \$50 per secondary pupil, require a lower level of contribution from the local property taxpayer than the mill rates under the general provisions of the mill rate equalization plan. The mill rates are somewhat lower in order to encourage school boards to extend their level of service in French as a second language.

Mr. Chairman, I've outlined the levels of provincial support on ordinary expenditure. In this province, expenditure is categorized as either ordinary or extraordinary. Debt charges, capital expenditure and pupil transportation are classified as extraordinary expenditure. All other categories of expenditure are classified as ordinary expenditure. Debt charges, capital expenditure and pupil transportation are considered extraordinary expenditure because the incidence of such expenditure is not common to all school boards. The level of extraordinary expenditure will vary according to the circumstances affecting the school board, such as a large amount of

outstanding debt charge, a greater need to undertake capital projects, or need for more extensive pupil transportation services.

Recognized extraordinary expenditure is the portion of extraordinary expenditure that is approved for grant purposes. The approvals for extraordinary expenditure are set independently for each board and are designed to meet the cost of an efficient operation. The transportation approval mechanism is based upon the number and the size of vehicles, the number of miles the vehicles travel and occupancy ratio of the vehicles. The relationship between the seating capacity and the number of pupils transported produces the occupancy ratio. The capital projects approval mechanism is based upon the eligible spaces, pupil loadings and accommodation unit values, adjusted to reflect the geographical cost zones in the province.

Under the mill rate equalization plan for 1979 an approach similar to that taken for recognized ordinary expenditure has been taken with respect to recognized extraordinary expenditure. The equalized mill rates on recognized extraordinary expenditure are lower than those on recognized ordinary expenditure in order to reduce the mill rate burden on a school board that has a high level of recognized extraordinary expenditure. There are two equalized mill rates on recognized extraordinary expenditure, one equalized mill rate on the first level and a lower equalized mill rate on the second level. The lower equalized mill rate on the second level of recognized extraordinary expenditure is in order to provide a further reduction of the mil-rate burden for school boards that have an above-average level of recognized extraordinary expenditure in respect of, particularly, transportation and debt charges. [5:30]

The equalized mill rate on the second level of recognized extraordinary expenditure—0.069 mills elementary and 0.034 mills secondary—applies to transportation and debt charges in excess of \$200 per elementary pupil, and \$200 per secondary pupil. These are the provincial averages.

The equalized mill rate on the first level of recognized extraordinary expenditure, 0.344 mills elementary and 0.176 mills secondary, applies to all other recognized extraordinary expenditure. The provincial grants for recognized extraordinary expenditure are the differences between the yield of the equalized mill rates and the recognized extraordinary expenditures of the board.

Mr. Chairman: Would you go back and read the last paragraph on page 77—after having read the last 12 pages?

Hon. Miss Stephenson: Oh, about being simple. As a matter of fact I have to tell you that even I'm beginning to understand it now. Simple it isn't, but clearer it's becoming. However, it does achieve its purpose, I think.

Mr. Ramsay: On a point of order, Mr. Chairman, the minister is at page 89 now I believe, out of 169. I think it's inhuman to ask her to go on now. She started 90 minutes ago and she'll be going for another half hour and then she is going to have to start tomorrow. It's inhuman for us to try to absorb everything she is telling us. I think we could have done it much easier if we had been given the remarks in advance and could have studied them or read them last evening.

I don't know the procedures, but does it have to be read into the record? Could it not have been given to Hansard to go into the record? I see at least 12, I assume reasonably well-paid members of the ministry here and I'm wondering what they did wrong to have to listen. I'm trying to give you a chance to get your voice back too.

Hon. Miss Stephenson: My voice is fine; you never need to worry about that, as a matter of fact.

Mr. Chairman: Your point of order, Mr. Ramsay?

Hon. Miss Stephenson: You are worrying more about your callouses than anything else?

Mr. Chairman: Yes, I'm beginning to develop a few. In any event, if your voice is strong enough to carry on we'll proceed.

Hon. Miss Stephenson: Thank you very much, Mr. Chairman.

Mr. Ramsay: You need a little more aphasia.

Hon. Miss Stephenson: I have a number of problems but that isn't one of them

Mr. Chairman: I'm sorry, Mr. Ramsay. Having the opening statement tabled isn't the procedure normally accepted for an opening leadoff statement. In some cases a statement or a document given by a ministry during the course of discussions can be tabled and taken as read, but as far as I know tabling an opening statement has never been an acceptable practice. I think if the minister can endure, maybe we can endure.

Mr. Ramsay: That's not the point. I don't doubt the validity of what the minister is saying and much of it I find very interesting—what I can attempt to absorb. But because it is interesting and because it is important I

think it's getting short shrift by this type of approach.

Mr. Chairman: Understand I have no control over whether or not this statement is made available to members a day or two prior to its delivery. The minister indicated initially that the statement wouldn't be available to members of the committee because her communications staff were engaged otherwise due to the Mississauga incident over the weekend. So the chairman is helpless in seeing that an opening statement is made available prior to its delivery. I appreciate the point you make and I think it's quite valid, but I'm powerless to do anything.

Mr. Ramsay: I understand that, Mr. Chairman, and I also understand and appreciate the reasons why we don't have this statement. That was explained and it was a justifiable reason as far as I'm concerned. I suppose I'm questioning the whole system, but go ahead. My apologies for interrupting.

Mr. Bounsall: On behalf of the committee maybe you could send an angry telegram to the CPR, Mr. Chairman.

Hon. Miss Stephenson: I wonder if CNCP Telecommunications would deliver it if we did.

I would like to speak briefly about the heritage language program. It is funded in a slightly different way from the usual general legislative grants, although the GLGs do include a special provision for the program.

The program, which is a reflection of the commitment to the broadest possible principles of a multicultural society as a unique part of the Canadian heritage, remains unique, I think, within the world as well. The changes which were introduced in 1979 were designed to reassert the commitment to support the program and to ensure that the program is fully viable and that all children in Ontario whose parents might be interested in the objectives of the program would have an opportunity to participate in it.

As of September 1 of this year a grant of \$13.50 per instructional hour has been provided where a school board provides heritage language classes whose size averages 10 pupils. This amount is increased by 50 cents per pupil where the average is more than 10 pupils per class to a maximum of \$21 per hour where the average class size is 25 or more. These amounts represent the provincial contribution and do not include a local share. They are prorated, based on the average class size.

For example, 10 pupils produce a provincial grant of \$13.50 an hour; 15 pupils, \$16

an hour; 20 pupils, \$18.50; and 25 or more, \$21 an hour.

An analysis of the actual costs incurred by school boards offering the program indicates in the vast majority of cases the cost of providing heritage language classes will be equal to or less than the provincial grant. School boards throughout the province, therefore, should be able to provide these classes without imposing any mill-rate burden on local taxpayers and without imposing a fee on participating students. The changes mean, in effect, that the provincial government is assuming the full cost of the heritage language program.

There is one other grants area which is extremely important and very difficult. That is the area of capital grants, to which I would

like to turn at this point.

The capital grant plan is designed to provide school boards with guidelines when making application to the Ministry of Education for general legislative grants towards the capital cost of educational facilities. It is a reference for those involved in planning and budgeting and designing elementary and secondary schools. It is designed as well to provide the interpretation of and the approval parameters for certain of the capital appurtenances referred to in the general legislative grants regulation. It is also designed as a manual for ministry officials.

The capital grant plan provides different levels of grants for differing facilities in differing areas of the province. The plan allows for the variables of size and location in addition to the type of facility. There is a special section on facilities for the trainable mentally retarded; a site regulation section; and a ministry policy memorandum dealing with disposition of property has been incorporated into the plan. A section dealing with relocatable facilities has been broadened in order to encourage the use of these types of facilities where feasible and the calculations for the plan can be done either in imperial or metric units.

The procedures to be followed when a board wishes to undertake a new proposal include a four-stage approvals process through the ministry. Once initial allocation has been assigned, boards must justify the new facility in terms of existing capacity within its jurisdiction, as well as within boards in proximity to determine what alternatives there are to major capital expenditures.

The next stages to be approved are technical in nature: building program approval, sketch plan and working drawing approval and final approval. At each stage of the approval process, further confirmation of need is

made and funding is adjusted as necessary. The approval process is addressed in more detail under the capital allocation program.

Approvals for legislative grant purposes are subject to the following requirements in respect to contracts associated with school building projects: competitive tendering; non-discrimination in labour contracts; the use of Canadian materials—preferably of Ontario origin or manufacture—where reasonable; and a performance bond of at least 50 per cent of the value of the contract price.

The levels of grant support are continually monitored and adjusted when the variance in construction costs indicates the need for more up-to-date cost-unit values. The plan aims for recognition of about 90 per cent of the cost of capital works undertaken. In the case of site acquisition, the ministry recognizes 75 per cent of the market value for grant purposes. The financing of school board capital is covered under the direct capital grants.

The capital allocation program has been established to distribute the expenditure of available funds for school construction purposes in such a way as to be equitable to all boards. Projects under consideration for allocation are measured against each other by category, starting with pupil-place projects as the essential priority to determine the most urgent need in the province. The categories are: new pupil places in growth areas; the upgrading of educational facilities; the replacement of obsolete facilities; renovations; sites; portables and buses.

School boards are requested to submit a capital expenditure forecast to the regional offices in the fall of each year for the following calendar year. Regional offices are responsible for screening proposed projects and establishing a priority list for their respective regions, keeping in mind current restrictions

on capital expenditure.

A copy of each board forecast, together with written recommendations, is sent to the central office by the middle of December. All of the recommended projects are then listed by category. By comparing a variety of factors, including available data and the restrictions on capital funds, ministry officials sent a figure for the total provincial allocation. The available allocation is then apportioned to each category of building in such a way that the pupil-growth category receives the highest priority.

Allocation meetings are held, attended by representatives from each regional office who provide factual and more detailed information for the projects that have been recommended. Summaries of the allocations are made and then sent to the minister for approval. The regional offices are then officially advised of board allocations.

When a board receives an allocation, application may be submitted to the regional office for building program approval. The regional office checks the proposal for allocation and justification and issues a building program approval. The school board may then engage an architect to prepare preliminary drawings, working drawings and call for tenders. At each of these stages, approval is required from the architectural services section of the ministry. In the case of debendured projects, a quota from the Ontario Municipal Board is required to proceed beyond the sketch-plan approval stage.

Problems in allocations are encountered when rising costs require a board's allocation to be increased. The OMB is sent a complete copy of the allocations with which it establishes capital expenditure quotas for each school board receiving a debenture allocation. The OMB sets school board quotas by apportioning proposed debenture debt to all the municipalities over which the school board has jurisdiction for the purpose of determining the effect the additional debt will have on local ratepayers. Since the OMB sets quotas for both school boards and municipalities at the same time, this pro-

cedure is important.

Because of continual pressure on capital funds, most projects involving renovations and replacement of obsolete plant cannot at this time be accommodated. There is within this province a plant value of approximately \$7 billion in the elementary-secondary system against which few funds are being expended for renewal and replacement. This situation is affected to a degree by the fact that many boards are now experiencing major enrolment declines and some of the older facilities are no longer needed. However, the problem of obsolete plant remains.

In general terms, the Ministry of Education is under great pressure to work within a limited capital allocation. But, at the same time, growth areas are building new schools with good quality and up-to-date facilities reflecting standards in facility planning. For example, the ministry is encouraging strongly the core concept of school design. This concept is developed on the basis of community growth and enrolment decline and around a permanent central core facility demountable units are added with the flexibility to be added or taken away as need varies. The concept is designed to alleviate the problems of surplus classrooms in the future.

The current method of financing school board needs is through the Ontario Education Capital Aid Corporation which purchases school board debentures when a project is substantially completed. OECAC was originally incorporated in the 1960s to cushion the costs of a massive building program over a period of years, but the level of new construction at this time has reduced sufficiently that the budgetary impact on the total grant program is minimal.

[5:45]

Beginning in 1980, however, the Ministry of Education will pay the provincial grant on approved capital projects as the expenditures are incurred. The payments will be made quarterly on progress certificates submitted by the school boards.

A school board may elect to finance the balance of the cost of a project-that is the board's share of the amount approved for grant purposes, plus any costs in excess of this amount-by any one or a combination of the ways which I noted in the introduction of the new legislation last week; out of current funds by revenue from taxation which is subject to a limitation established by the act; out of current funds from a reserve fund established for the purpose; by the sale of debentures to the Ontario Municipal Improvement Corporation or OMIC; and by the sale of debentures on the open market. Boards of education can use this latter option only where the boundaries of the board and the municipality are generally coterminous and where agreement is reached between the hoard and the municipality to make the sale, There isn't any such restriction, however, for separate school boards.

It should be noted, as was mentioned on Friday last, that OMIC will replace the Ontario Education Capital Aid Corporation and, beginning in April 1980, offers to sell debentures to finance the local share of approved capital projects are to be directed to the new corporation. However, OECAC will continue to collect payments made by school boards and municipalities on behalf of school boards in respect of the sale of earlier debentures. OECAC will also purchase debentures for the remainder of the fiscal year 1979-80 for those projects for which commitments have been made.

Grant payments will be made in 1980 following the granting of final approval of a project and the commencement of construction. School boards with projects scheduled for financing in 1980 for which construction started in 1979 will report expenditures for

both years and receive grant on the expenditure in 1980.

This province has approximately 4,600 schools in its educational system which, as I said, were valued at approximately \$7 billion. A great number of the older schools are still being used, particularly those in the older urban areas. We have 600 schools in Ontario built before 1920 still in use.

If you assume the maximum service life of a school is about 50 years, it's evident those schools built before 1920 and those built during the 1930 have reached a depreciated value of zero.

Aging school plant in Ontario is a serious problem. In spite of a massive decline in pupil enrolment for the last three or four years, and in the face of projections for a continuing reduction in pupil load in the next decade, there will still be a need for a relatively large stock of school physical plant. It has to be in good condition.

In the past five years there have been very few dollars available to allow school boards to carry out renovations to educational buildings. If this situation continues for many more years, the obsolete school plant problem may go beyond recovery unless there is a major injection of huge amounts of renovation capital.

In the past 10 years the architects of the ministry have been conducting a program of school building inspection. At the beginning of the program approximately 80 schools per year were examined and inspection reports filed. But with a very marked reduction in staff complement the program has not been as widely carried out as it has been in the past. We've been able to examine only projects that will be included in the current capital forecasts at the request of regional office staff.

The Metropolitan Toronto School Board has initiated a program to identify school plant requiring a scheduled renovation program. I think it's essential that this approach be extended to the entire province and the chief architect of the ministry has been attempting to organize resources which would initiate this kind of program throughout the province.

The matter of vandalism in the school system has been of concern to all of us. In 1978 the ministry initiated a study to investigate ways of reducing school vandalism. An outside consultant conducted a review of the literature and prepared a report which summarizes vandalism-prevention procedures used in schools throughout Canada and the United States.

The literature review confirmed the lack of experimentally controlled studies designed to evaluate the effectiveness of anti-vandalism measures. Even the few researchers who attempted to evaluate programs systematically have not done a thorough job because of their inability or failure to use appropriate control groups.

The objective of our report is to provide educators with an action-oriented summary of vandalism-prevention activities and programs which have been tried by school boards. This research effort and that of other researchers, while uncovering the fact that a host of procedures are being undertaken to bring the rate of vandalism under control, has failed to uncover any one set of antivandalism techniques which could be universally applied to all school districts. The report discusses student programs of incentives to reduce vandalism, teacher involvement, school environment, maintenance programs, community involvement, prosecution and restitution, anti-intrusion systems, patrol programs, barriers to access, theft, inventories, glass protection, graffiti, et cetera.

The second step in the research program will survey every school principal and ascertain what anti-vandalism measures are actually in place in the schools. It is hoped information will also be available as to the cost of vandalism in relation to categories of vandalism. It's anticipated the report will be completed within the next two or three

months.

We have to continue to investigate the damage to our schools, however, because it's estimated to cost between \$7 million and \$10 million a year in Ontario. Successful case histories must be examined to try to determine what may be the most advantageous methods to adopt under given circumstances.

The difficulty of course is to determine what has been successful and why. It's becoming increasingly clear that the proper way to achieve this is to put in place one or two carefully selected vandalism-prevention programs with adequate monitoring and adequate

evaluation procedures.

We've been working intensively and for some time with the educational community in other sectors to resolve the asbestos hazard in schools as well as in our post-secondary institutions. In 1968 the Ontario Department of Education became aware of possible dangers to student health resulting from use of asbestos-based products in school programs. A memorandum was issued in that year to all directors of education and principals of schools requesting that the use of asbestospowdered products be discontinued. This was

followed by a confirming instruction again in

The use of asbestos-based materials in the construction industry was commonplace for many years and there are many examples of these products. There was sprayed-on asbestos fireproofing; thermal and acoustic insulation; asbestos-cement pipe and sheet; drywall joint filler compounds; and vinyl-asbestos tile.

Concern for the health of construction workers exposed to asbestos dust led to a gradual reduction in the use of asbestos-based materials. In 1978 a project study funded by the Ontario Ministry of Labour was carried out jointly by the University of Toronto and the Construction Safety Association of Ontario. It was inevitable that over the years asbestos construction products would be used in school buildings. General public knowledge and awareness of the possible health hazard in asbestos dust has led to questions being raised regarding the dangers to student health in schools where asbestos products are present.

In 1973 the three major manufacturers in Canada of insulating products removed asbestos from their products and switched to

mineral fibres and calcium silicate.

I'm afraid the news media has contributed quite unreasonably to the growing voice of concern about this matter and the problem has been blown out of proportion to the point where it may now be necessary to examine every single institution in which an asbestos product of any kind exists, but there can't be any doubt about the fact that installations where asbestos surfaces of some age-for example, where it was sprayed on as fireproofing or for acoustical reasons-are flaking away, there will be asbestos dust in the air and that is a hazard to student health which cannot be tolerated. It can only be determined in actual fact, by careful testing using approved methods.

Therefore, we have under way a survey of schools, colleges and universities to determine the prevalence of asbestos hazardous conditions. This survey began on June 25, 1979, and it's expected that the remaining information from school boards, colleges and universities will be received before the end of this month.

When the survey is completed it's our intention to identify schools that contain likely hazardous surfaces and develop a program of correction involving either the removal of the material, covering with suitable resurfacing or the application of spray material which will solidify the asbestos. Experimentation and testing will be necessary.

On September 17, 1979, the ministries of

Health, Labour, Environment and Education

produced a number of recommendations. Included among these were recommendations that the Ministry of Education continue its inquiry of local school boards regarding the presence of asbestos and that visual inspections be made by the Ministry of Education staff of suspicious asbestos surfaces. When instaff of suspicious asbestos surfaces. When in followed up by recommendations to local boards that remedial actions be taken in consultation with the local medical officer of health.

Also, it was recommended that along with the development of acceptable air standards or guidelines for public places to be established by the Ministry of Labour, the ministry develop the capability for sampling and testing techniques to be used in schools and that sampling and analysis be undertaken by the Ministry of Labour.

It was further recommended that the Ministry of the Environment personnel be available to the Ministry of Labour for discussion of

analytical methods to be used.

On October 25, the Ministry of Labour informed us that the Guidelines for Inspection of Asbestos in Schools document had been completed and would be forwarded to us. A further report is being prepared which will provide information regarding the use of asbestos in individual schools, colleges and universities.

It's my intention to respond in the very near future to the recommendations in the report of the Commission on Declining Enrolments, CODE, but I would like at this point to direct a few remarks to the issues of surplus schools, declining enrolment and the closing of schools.

School boards, as we are all aware, are faced with conflicting forces that make solutions on closing schools difficult. Drastic decline in enrolment has an impact on the economy of operation of buildings. The impact is exacerbated by financial constraints in

an inflationary economy.

In addition, dropping enrolment may reduce the size of a school operation to the point where the quality of the educational program may be in jeopardy. In spite of these negative forces, school boards are very reluctant to face the issues because of local community expectations and the resultant political pressures that are created. In urban areas, municipal zoning regulations may add to the problem by finding an alternative use for a school building.

A preliminary and unofficial survey of Ontario school boards has revealed that by 1985 an estimated 352 elementary schools and 37 secondary schools may have to be closed. It

is unlikely that the influx of Vietnamese immigrants will change that picture. We may, in this province, receive 8,000 or 9,000 schoolage children who will be scattered across the province, with some concentration in urban areas, particularly Metro Toronto. However, when a board such as North York school board expects to drop from a peak enrolment of close to 110,000 pupils to a low enrolment of 59,000 pupils, an extra 1,000 Vietnamese children is not going to have very much effect on the 195 schools that are currently open.

The final report of the Commission on Declining Enrolments in Ontario made little reference to the matter of school facilities. However, the commission did produce a very useful booklet on the subject as Information Bulletin No. 1. It is entitled, School Facilities, the Community and Declining Enrolment: A Handbook of Suggestions for Ontario Boards of Education, dated February 15, 1978. I presume the suggestions would be equally useful to school boards which are not boards of education and, indeed, Roman Catholic separate school boards are represented within the study.

Even without any particular treatment of the matter by the commission, it will be evident that declining enrolment on the scale that has occurred in certain jurisdictions and on the scale that will occur in those and/or other jurisdictions during the next several years has created and will continue to create a demand for definitive policies which will ensure rational and orderly decisions as to whether or not one or more schools should be closed and as to the means that should be used to identify the particular school or schools to be closed.

In the first instance, such policies are needed by the individual school boards which must make decisions about school closures. However, since the policies of individual boards will be affected by provincial policies and since the phenomenon of declining enrolment is province wide and of an extent that requires a provincial response, the need for provincial guidelines relating to school closure in addition to and complementary to those prepared and applied locally is recognized.

[6:00]

One of the things that is made evident by the commission's Information Bulletin No. 1 is that while there are a number of school boards which have addressed themselves to the issue and which, in general, have produced policies that will help to ensure rational decision making in the years ahead, there are others which have not done so.

A board's closure policy must include a definitive procedure for identifying when a given school becomes a candidate for consideration of closure. A board's closure policy must establish definitive procedures which will ensure that the citizens of the community to be affected have an opportunity to make their views known to the board prior to any discussions dealing with the closure of a particular school; that is, anything beyond the initial identification of the school as a candidate for consideration of closure.

A board's closure policy must include procedures for showing clearly how a closure would affect the attendance areas defined for that school and any other schools affected and, if applicable, how it would affect busing.

A board's closure policy must include provision for an analysis and a report on the financial effects for the board of closing or not closing the school in question. This must include a minimum time period between the identification of a school as a candidate for consideration of closure and the matter being brought before the board for a decision.

A board's closure policy must include a provision for identifying one or more alternative uses that will be considered for the school building and site or, in the absence of any such probable use, the most likely method for disposal of the facility.

In order to gain an awareness of the scope of the problem of surplus schools to the year 1985 a general survey was carried out with the assistance of the regional offices. Each director of education was asked to give a best estimate answer to the following question: "If conditions respecting the growing surplus of school buildings were optimum with respect to (a) community acceptance of closing, (b) ministry policy on negative grants, how many schools in your board would be closed by 1985?" In summary, the response indicated, as I said earlier, a potential surplus of 352 elementary school buildings and 37 secondary school buildings by 1985.

In order to encourage school boards to dispose of surplus properties, the Ministry of Education allows boards to utilize the proceeds from the sale of surplus sites for other capital needs under certain conditions as follows.

Where, with the approval of the ministry, a school board sells a school site that is determined by the board to be surplus to its needs and to which the board held title prior to January 1, 1971, and the board has offered for sale the property concerned to the following, in order: Another school board; a publicly-supported post-secondary educational institution; the municipality in which the land is located; a ministry of the government of Ontario or of the government of Canada or an authority established by them; a nonprofit organization funded in whole or in part, on a continuing basis, by a provincial or a federal government. If no offer to purchase at a price acceptable to the board is received within 90 days from any of the bodies referred to above, the board can sell the land through the process of public tender.

The reduction from recognized extraordinary expenditure will be waived where the revenue from the sale of such sites is placed in reserve funds, the purpose of which is the funding of capital projects.

There are guidelines for the development of the reserves which I shall not read right at the moment because the chairman is—

Mr. Chairman: I think we've come to the adjournment hour. Perhaps we can continue the marathon tomorrow.

Hon. Miss Stephenson: We're almost there, Mr. Chairman.

Mr. Chairman: We'll convene tomorrow at one o'clock and go through until 5 p.m. because the minister has to leave at five.

Mr. Bounsall: Will the index be ready at that time?

The committee adjourned at 6:03 p.m.

# **CONTENTS**

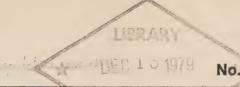
Tuesday, November	13, 1979
Opening statement: Miss Stephenson	S-1209
Adjournment	S-1233

# SPEAKERS IN THIS ISSUE

Bounsall, E. J. (Windsor-Sandwich NDP) Cooke, D. (Windsor-Riverside NDP) Gaunt, M.; Chairman (Huron-Bruce L) McClellan, R. (Bellwoods NDP) Ramsay, R. H. (Sault Ste. Marie PC) Stephenson, Hon, B.; Minister of Edu

Stephenson, Hon. B.; Minister of Education and Minister of Colleges and Universities (York Mills PC)





No. S-43

# Legislature of Ontario Debates

Official Report (Hansard)

# **Social Development Committee**

Estimates, Ministry of Education

Third Session, 31st Parliament Wednesday, November 14, 1979

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

# **CONTENTS**

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario. Editor of Debates: Peter Brannan,



# LEGISLATURE OF ONTARIO

Wednesday, November 14, 1979

The committee resumed at 1:12 p.m. in committee room 2.

# ESTIMATES, MINISTRY OF EDUCATION (continued)

Mr. Acting Chairman: We have a quorum. The chairman will be here shortly; he was delayed in another building of this complex. The minister will continue with the presentation of her compendium.

Hon. Miss Stephenson: Thank you, Mr. Chairman. You will recall that yesterday I was discussing the disposal of excessive school facilities by school boards, and I had reached the area in which the procedure to be followed by the boards was being outlined. The consideration to be given by the ministry to the boards, in terms of the financial rewards of disposing of such buildings, was the matter we were beginning to address.

The reduction from recognized extraordinary expenditure will be waived where the revenue from sale of such sites is placed in reserve funds, the purpose of which is the funding of capital projects. The reserves are to be established as follows:

1. At least 50 per cent of the revenue accumulated from the sales is to be placed in a reserve fund, the purpose of which is to finance a project or projects included in the school board's multi-year capital forecast. Boards are encouraged to use this revenue to fund all or a proportionate part of projects normally approved under the capital allocation process.

2. The balance of the revenue is to be placed in a separate reserve fund and may be used to finance the following: (a) projects such as those included in the first paragraph, which I have just mentioned to you, (b) administrative projects, (c) renovations, alterations and additions to school buildings, (d) additions to school buildings that, under the capital grant plan, would not be eligible for grant, and (e) improvements to school buildings.

The following conditions will continue to be applicable. (a) expeditures from the reserve funds will not be eligible for grant; (b) projects must receive the approval of the ministry and, where applicable, conform to the requirements of the capital grant plan; (c) the sale of school buildings will be subject to negative grant under the provisions of section 12 of the capital grant plan; (d) an interpanel transfer with the same board does not qualify under the provisions of this memorandum; and (e) where a site is sold to another school board the ministry may recognize the purchase for grant purposes under the conditions outlined in section 5 of the capital grant plan.

In the early 1970s, the Ministry of Education was able to catalogue all existing school buildings and put the information on a computer file. Since then the file has been constantly updated to allow for new buildings, alterations and renovations that may change the base data. The file contains such information as pupil places, a list of learning areas with floor areas, gross square footage, et cetera.

[1:15]

From time to time the information on the file is disseminated to school boards to ensure that the record of school buildings maintained by the board corresponds to the ministry record.

This file is of assistance to the ministry in assessing the problems associated with declining enrolment and surplus schools. It enables the ministry to assess each school in terms of numbers and types of rooms within each building. It is also a good resource in assessing school board capital requests associated with the capital expenditure forecast forms and the capital allocation program.

Finally, since these are legislative grants and capital questions, I would like to indicate to the committee that we are continuing to participate in a number of projects related to energy management in school settings.

Two of the goals of education which I mentioned yesterday were related to personal responsibility at the local, national and international levels and to esteem for customs, cultures and the beliefs of others. The ministry does not consider that the formal education program stops at the door of the classroom and is continuing to fund a variety of opportunities for students to develop,

through personal experience, some understanding and empathy for their peers in other parts of Ontario, in other parts of Canada and in other parts of the world.

Last year, through the Ontario Young Travellers program, more than 7,000 students in grades seven and eight, primarily from the north, came to Toronto to tour the Legislature and visit places such as the Royal Ontario Museum, the Art Gallery of Ontario and the Ontario Science Centre.

The ministry helps to facilitate school and class training programs and provides partial travel funding to assist groups of students participating in exchange which involve an educational program and family billeting on

both sides.

Project Canada last year twinned 1,700 Ontario classrooms with similar classes in other provinces and territories. Last year was the startup year for the Ontario-Ouebec class twinning program and involved 113 Ontario classes in exchanges of correspondence, projects and cultural information. The ministry is a major source of funds for the Bilingual Exchange Secretariat, which arranges shortterm English-French student exchanges with Quebec. The ministry also arranges longer three-month exchanges with Quebec. In cooperation with the West German government, a similar program operates between Ontario and West Germany. Project School-to-School twins 200 Ontario classrooms with classrooms in Commonwealth countries in the Caribbean. to help our young people develop a better understanding of the new immigrants to Canada from that area.

The ministry provides meaningful summer employment for students, within its own offices and, in the Experience '79 program, in co-operation with school boards, A specialized and particularly useful form of student employment is provided through Ontario's participation, with the federal government, in the second-language monitor program. The objective of this program is to promote the learning and use of Canada's two official languages through the exchange of university students who, while pursuing their studies, work in school language classrooms to assist in developing speaking and listening skills in the second language.

For 31 years the ministry has operated the highly successful Ontario Student Leadership Centre at Longford Mills on Lake Couchiching for outstanding students chosen by each secondary school across the province. Last year between May and October, 1,576 students were involved in multicultural and multiracial leadership, music, French, student council leadership, and physical and health

education programs. Of these the newest are the multicultural and multiracial programs, the music programs and the Stage d'Animation des Conseils d'Elèves, which is for students from the French-language schools and instructional units.

Exchange activities are extremely valuable means of promoting the professional growth of adults. As well as exchanging its own staff with school boards and other ministries and departments of education, the ministry continues to exchange some 100 teachers per year with other countries: the United Kingdom, the United States, France, West Germany, Switzerland, the Netherlands, Australia and Bermuda. In addition, an agreement has been reached with Belgium for the exchange of second-language teachers. In a period of low-teacher mobility, this opportunity for professional enrichment is highly prized.

The ministry is continuing and intensifying its liaison mechanism with the education community. Of particular importance are the formal liaison procedures with the organizations that represent the teachers, the trustees, the parents and the local supervisory officials.

I meet with the executive of the Ontario Teachers' Federation on a regular basis four times each year and on other occasions as the situation may require; as I noted yesterday, there have been nine occasions since the beginning of the hearings on Bill 19.

In addition to formal meetings, the Ontario Teachers' Federation is represented on a large number of committees, especially in the area of curriculum. A ministry official has ongoing responsibility for liaison with the OTF and is in direct contact with federation

officials on a regular basis.

The school board trustees and the school trustee associations are very anxious that they have the opportunity to provide input to the minister and to the ministry and to be consulted prior to any major policy initiatives of the ministry. Both of these opportunities are available on a regular basis.

The Ontario School Trustees' Council is composed of the following associations: AFCSO, l'Association Française de Conseils Scolaires d'Ontario; ALSBO, the Association of Large School Boards in Ontario; NOPSSTA, the Northern Ontario Public and Secondary School Trustees' Association; OPSTA, the Ontario Public School Trustees' Association; and OSSTA, the Ontario Separate School Trustees' Association.

I meet formally with the council of the Ontario chool Trustees' Council on at least five occasions during the year. In addition, we meet regularly with representatives of the member associations. As a matter of fact,

the next meeting with OSTC is planned for December. On January 24, I will be meeting with the chairmen of all the school boards in Ontario

The trustee associations send resolutions to the ministry on a regular basis and we provide detailed replies to each of those resolutions. We are anxious to co-operate with the trustees and the trustee associations and, as is the case with the Ontario Teachers' Federation, there is an official of the ministry who acts in a sustaining liaison role.

Similar arrangements are in effect between the ministry, and parents' organizations and organizations of the local supervisory officials.

As you will appreciate, Mr. Chairman, many policy initiatives require legislative changes, and the legislative unit in the ministry is constantly involved in their preparation. Many of these initiatives will be referred to in other contexts. I might, however, mention a pending change in which I have some specific interest; that is, the introduction, in collaboration with the Ministry of Health, of improved methods for keeping track of the immunization records of children.

It is proposed that parents registering their children for kindergarten will be asked to sign a form indicating that they will or will not participate in the program. Parents may enter or withdraw their children at a later date. The legislation has been developed and will be introduced as soon as possible. The first parents and children to be involved will be those registering in the spring of 1980 for kindergarten in September 1980. The immunization program itself should begin in September 1980. An individual and personal record card will be kept for each child, and it will document the level of immunization received.

Children in other grades will also have the opportunity to have their immunization brought up to date. The major point of communication will be between the principal of the school and the local health unit regarding times at which the program will be administered.

I have already outlined some of the program initiatives that are under way in native education, but you will understand there are serious and deep-rooted structural and legislative problems which are affecting our ability to do the best possible job in fulfilling provincial obligations in helping native peoples to achieve their educational goals.

The education of the first Canadians was originally the responsibility of the family and the community. The main goal there was to transmit to the next generation the knowledge, the skills and the values that would enable them to enjoy and to succeed in their way of life. In more recent times there has been ample evidence of a strong resurgence by the native people to control their own destiny.

The policy position, Indian Control of Indian Education, was prepared by the native people and adopted by the government of Canada in 1973. The policy stresses that native peoples wish to "reinforce their Indian identity and to receive the training necessary to make a good living in modern society."

The federal Department of Indian Affairs and Northern Development has implemented several parts of the policy. For instance, many bands have taken over the control and administration of various types of programs. There have been, and likely will continue to be, requests for the involvement of the government of Ontario.

This government is aware of the concerns and the issues, the needs and the aspirations of the native people, and of the implications of the policy of Indian control. Many of the needs and issues occur as recommendations in the summary report of the Task Force on the Education Needs of the Native Peoples of Ontario. The Ontario Native Education Council was established as a direct action in response to one of the recommendations in that report.

The council had the potential to be an effective mechanism through which the native people could clearly articulate their ongoing needs and concerns, clarify the actions pertaining to the task force report and assist in the development of appropriate programs, procedures and activities related thereto, in partnership with the governments of Canada and Ontario. Since the chiefs of Ontario have registered some concern about the structure, membership and function of the council, the council, as constituted originally, has been held inoperative.

I wish to emphasize that the government of Ontario honours the fact that the government of Canada is responsible for registered Indians, as recorded in the British North America Act. Ontario will not jeopardize the special relationship between these people and the government of Canada. Therefore, it may be necessary to adopt some other means whereby a meaningful working relationship can be instituted which will address the education matters with all native people in this province. Within its mandate, the ministry wants to assist the native people in attaining their educational goals in whatever ways and whatever mechanisms the native peoples themselves see as most appropriate.

To date, there have been many developments in native education. Curriculum and program initiatives have already been referred to. Many native people have been involved on the ministry committees which have developed these materials. The Department of Indian Affairs and Northern Development has shared in the costs of these publications. A three-part program, cosponsored by the federal department and the Ministry of Education, leading to the native counsellor's certificate, has been in operation for three years. The 27 graduates to date are fulfilling a very important role in native education.

The Northern Lights Secondary School in Moosonee was established as a result of requests by the people in Moosonee and Moose Factory School. The present school board, called the James Bay Lowlands Secondary School Board, has two members from Moose Factory Island and two from Moosonee. There is also a provision that each reserve in the James Bay Lowlands whose children attend the school is entitled to place a member on

that board.

Many of the graduates from the teacher education programs for native people offered at Lakehead University and at the University of Western Ontario have chosen to teach in native communities in this province. The Ministry of Education, upon invitation from the federal department, is participating in the northern native languages project. The project is designed to investigate all aspects of teaching native languages and English as a second language.

The ministry has established a native education co-ordinating committee which underlines our commitment to the advancement of education for and about native students. Two education officers in the ministry, who are also native people, are members of that committee. The committee provides senior officials with expert advice on matters related

to native education.

These developments are only a few examples of our involvement in native education, but they give an indication of our position and our commitment. We know there is still much to do, and we will be proceeding with it in partnership with the native people and the Department of Indian Affairs and Northern Development.

In the long run, these developments in native education will enhance the native student's pride in self and country and will contribute to the goal to which we all aspire: cultural enrichment and personal growth for

all students.

The schools of this province have always accommodated the flow of immigration from

abroad which has been such an important element in the economic and cultural development of Ontario. Today, however, we are faced with an unprecedented challenge because of the generous response of the people of Canada and of Ontario, to the plight of Indo-Chinese refugees.

It is projected that up to 500 school-age children will arrive in Ontario each month until December 1980. About 200 of these are expected to locate in Metropolitan Toronto, and 300 to be distributed across the balance of the province, with the largest numbers in 32 cities designated by the federal government. It is reported that only about 10 per cent of the refugees speak any English or French.

Within the limits set by the situation, the ministry has taken positive action in alerting school boards across the province to these developments. Each of the regional offices of the ministry has named a contact-liaison person for English as a second language and refugee-related problems. The ministry has appointed a co-ordinator for Indo-Chinese refugee education, who serves as our central point of reference. Our Ontario education fact sheet has been made available in Vietnamese; it's also produced in many other languages.

Some Ontario school boards, particularly in the Metropolitan Toronto area, have produced excellent curriculum materials related to English as a second language. Staff in the elementary education branch of the ministry contacted these boards some time ago and made arrangements to reproduce some of the materials and make them available throughout the province to the other boards. All of the boards contacted, I'm pleased to say, were extremely co-operative and willingly shared their curriculum resources.

The kind of response we have received has been extremely encouraging, as in a recent report from our northwestern regional office liaison person: "We really made the day in the Cornerbrook School at Devlin which is about 15 miles west of Fort Frances. Not only was our ESL curriculum kit a delightful help to the teacher, but the Vietnamese children sparkled when they saw our fact sheet on the school system printed in their own language. Just think, they could take home to their parents the very first thing they had seen in Canada that was printed in their own language."

Ministry guidelines state that "English is not meant to replace the language and culture of the students, but to add another dimension to their ability to communicate and to make it possible for them to become active participants in Canadian society."

The ministry will be continuing to make available to school boards useful materials on Vietnamese language and culture, and on beginning to teach English as a second language. We have been extremely fortunate in the co-operation received from the Ministry of Culture and Recreation and from the Teachers of English as a Second Language Association, as well as from school boards who have considerable expertise in this field. We are concentrating at this point on filling some of the gaps in information about Indo-Chinese languages, culture and education, and have arranged to have relevant materials reprinted and made available to educators.

In addition to these initiatives, the ministry is aware that a receptive "climate" has to be established in school and community. Our first curriculum kit—prepared, as I mentioned, by the elementary education branch—pointed out to teachers that the starting point for helping Indo-Chinese refugees was to establish a welcoming environment and to identify nonverbal communication modes, to learn to pronounce students' and parents' names, and to establish a few phrases of survival language.

This is not to suggest that it is enough to have goodwill and the spirit of welcome. There still remains the difficult task of placement without school records or accurate birthdate records, and subsequently the process of teaching English as a foreign language to the new student. The ministry gives recognition to the nature of this teaching through the specialist certificate in teaching English as a second language. At the same time, we should all be aware of the frame of reference of those who arrive as survivors from the Boat People exodus.

The ministry is co-operating with the Ontario Educational Communications Authority to make available cultural and background information on the refugee experience. Teachers will understand from the videotapes that are being prepared that learning English may not be the most important priority in the minds of those who have survived this harrowing experience.

The information systems and records branch is prepared to issue evaluations of credentials. It is preparing a procedure whereby evaluations may be forwarded and processed in bulk by an orientation and reception centre. Where a refugee has lost his credentials, arrangements are being made to receive and process affidavits as to educational status. It is expected that these also will be able to be

received at local centres and forwarded to the ministry for processing.

These initiatives alone will not solve all the problems we're now facing but, with the continuing co-operation of the school boards, the teachers and the communities throughout the province, I believe we have much cause to be optimistic.

The Ministry of Education is continuing an active research program to support the policy development process which is ongoing. On the identification of policy research needs, the ministry is responsive to the field as well as to its own requirements. For example, in the first six months of this fiscal year, the ministry has entered into 14 new contracts. Of these, nine are unsolicited: Thus, we are maintaining a balance between internally generated projects and those whch satisfy the needs of external users.

The nine unsolicited contracts cover such diverse areas as learning disabilities, hyperactivity in pre-schoolers, effective objectives in education, reporting procedures to parents, and the organization of secondary schools.

I'd like to draw attention to three important priority areas in our internally generated research program.

At present, most of the funds in the contractual research program of the Ministry of Education have been allocated to the continuation of the developmental work associated with the Ontario Assessment Instrument Pool.

The next decade, with its declining or static enrolments, will give us the opportunity to refine and improve our system of education and to develop it as a continuum from kindergarten to post-secondary studies. To make refinements in the quality of education, better methods of assessing the strengths and weaknesses of the programs in our schools are required.

The Ontario Assessment Instrument Pool is an enterprise to improve the ability of those in public education—whether they be the ministry, school board officials, trustees, principals or teachers—to perform the evaluative and reporting tasks for which they are responsible.

For the past year, task groups have been working to develop test instruments that reflect the goals, aims and objectives of the ministry guidelines. Work is proceeding on the generation, collection, field-testing and collation of suitable assessment instruments in English, mathematics, history and geography for grades seven to 10. Instruments are also being developed for physics and chemistry in the senior grades and for French as a

second language, Anglais, and Français for grades four to 10.

I am pleased that the project truly is a collaborative endeavour. Although the Ministry of Education is providing the leadership and most of the funding, school boards, teachers' and officials' organizations, subject groups, faculties of education, and the Ontario Institute for Studies in Education are co-operating to collect existing materials and to develop new ones.

We expect to have quality items ready for use in the fall of 1980. It is intended that the wide variety of assessment methods and instruments contained in the pool will serve two basic functions: (1) to assist program evaluation at the provincial and local levels; and (2) to assist the evaluation of student achievement at the classroom levels for both diagnostic and summative evaluation.

These instruments will not supplant most of the assessment techniques that are already being used in classrooms across the province. They will supplement them by providing sound, carefully constructed curriculum-based items. The pool will enable the teacher to select the particular objectives that he or she wants to assess and the test instruments geared to those particular objectives. Because the items in the pool will be widely used and pre-tested, they will be "calibrated" so that anyone using them will be able to compare the performance of the pupils in his or her sample with the performance of other groups of pupils in the province.

At the same time, when the pool is in full operation it will be possible for the ministry, or others at the local level, to conduct program monitoring activities. As provincial policies and programs are introduced, the pool will give the ministry methods of monitoring their effectiveness as a basis for making judgements about what further developments or refinements are necessary. This information can be derived from a representative sample whose performance will provide an authentic picture of general achievement. As we evaluate what is going on in the school system, we will be able to react and to adjust policies, when and where necessary, to provide the high-quality education that is expected in this province.

A second significant area of concentration in our research activity has been in the area of French as a second language. The Ministry of Education has supported various research thrusts and symposia on them over the past 10 years. Some important projects are drawing to an end; others are continuing. By mid-1980, we shall receive the final report on two groups of students who have

moved from kindergarten, through grade eight in the French immersion program of the Ottawa separate school board.

By the end of 1981, we shall receive a synthesis of research into various immersion programs, both early and late, of several school boards such as Elgin, Peel and Toronto over the past 10 years. For at least two more years research will continue on the alternative French programs in the Carleton and Ottawa schools boards—the core, extended, early and late immersion programs. As I have indicated, assessment instruments for French as a second language are being developed and field-tested for addition to the Ontario Assessment Instrument Pool.

A third area of research concentration is in special education. There are more than 50 Ontario research studies completed and available concerning children who are educable retarded, trainable retarded, gifted, hard of hearing, and learning disabled, or which concern program organization problems such as accommodation, early identification, integrated and segregated classes, teacher aides and resource withdrawal programs. Twelve more studies are currently in progress dealing with learning disabilities with early identification programs and with programs for deaf children. An important new project is about to begin on the transition of special education students from elementary to secondary schools.

There is an active research program in the francophone sector. An example in this area is a recent project to determine the needs of francophone children in Ontario for special education services, to determine how well such needs are met and to propose models for the delivery of such services.

At this point, Mr. Chairman, I would like to describe the regional offices, which are the key liaison points between the Ministry of Education and the school boards of Ontario. Regional services are provided through six offices located in Thunder Bay, Sudbury, North Bay, London, Ottawa and Toronto. Major responsibility areas assigned to the staff in these offices involve informing school systems of ministry policies and programs as stated in acts, regulations, guidelines, circulars and directives.

The offices use appropriate means to ensure ministry policy is carried out and to assist boards in developing methods of evaluating their programs. The offices keep other ministry officials informed of activities and issues within the school system, make recommendations for ministry action and assist in policy formulation as well as maintaining

effective liaison with the general public, faculties of education, other ministries and other appropriate bodies.

Regional offices offer effective support in program administration to those boards whose size and scope preclude an administrative structure. The supervision of the northern core schools comes within their jurisdiction.

A co-operative planning and cost-sharing program developed by the northwest regional office for the isolate and northern corps boards has provided essential additional resources in business administration, school maintenance, program planning and special education.

Resource personnel are seconded from the larger boards to provide an identified priority service. Last year a primary consultant seconded from the Lakehead Board of Education worked with the teachers in the primary and junior divisions in the language arts. This year two teachers seconded from the Atikokan and Kenora district Roman Catholic separate school boards will provide assistance in life skills, special education and intermediate guideline implementation.

An isolate board financial planning guide has been prepared to assist the boards in budget planning. They also share the serices of a full-time accountant and maintenance supervisor.

The requests of several school boards in northwestern Ontario for review of programs in music, special education and oral French have been met by means of personnel organized by the regional office. Requests in the current year for evaluation of programs in technical education, physical education, oral French and secondary school organization will be accommodated. Program improvement in the course of follow-up activity within school jurisdictions has resulted directly from co-operative review undertakings.

Ministry personnel also assisted the Nipigon-Red Rock school board in a comprehensive review of the administrative structure of that school division. The highly successful territorial students program has completed its final year as a five-year pilot project. The program was designed to provide territorial students who must leave their home communities to attend secondary schools in Thunder Bay and Red Lake with social and educational counselling services.

Two counsellors in Thunder Bay and one in Red Lake have worked with from 80 to 100 students each year. Those counsellors visit the home communities, find boarding homes, assist students in planning school

programs, provide tutorial services, arrange for extracurricular and recreational activities and maintain constant communication with the students and their families.

The program is funded by the Ministry of Education and provides additional support to needy students whose families cannot provide personal allowances, clothing and dental and medical assistance. The counsellors are paid through transfer payments to their boards. The Ministry of Community and Social Services supplies the social counsellor in Thunder Bay.

The original advisory committee, made up of representatives of the various agencies involved with the students, is preparing a final evaluation report of the program and, I believe, will submit recommendations for its extension.

### [1:45]

An education officer from the midnorthern regional office visited all isolate school grade eight classes to assist students with career planning. Each of these students was visited in his secondary school program to assist with adjustment problems.

Within the broad field of special education, psychological services personnel assessed the special needs in several small boards, namely, Espanola Board of Education, Kirkland Lake RCSS board, Chapleau Board of Education, Central Algoma Board of Education and Michipicoten Board of Education.

Mr. Grande: That's not the first time you've mispronounced the name of the board.

Hon. Miss Stephenson: It probably will not be the last either. But then I am neither omniscient nor omnipotent as Mr. Grande thinks he is.

Individual pupils in small school systems were assessed as requested. Most assessments involved several visits. The number of parent interviews as part of the early identification programs was 100.

The ministry provides videotape services for small, isolated northern boards; 1,850 English language and 300 French-language viedotaped programs were dubbed, and 900 English-language and 150 French-language programs were acquired.

The midnorthern regional office also provides professional book library services. In total, 3,347 English-language and 600 French-language professional books were circulated, and 380 English-language and 100 French-language new books were purchased. In addition, a considerable number of books were used in the office by the professional staff and groups of teachers, and materials were used in the preparation of summer and

winter courses and by teacher candidates. Other materials such as fact sheets and guidelines were distributed. Four hundred items from the children's library were circulated to isolated schools.

A set of procedures acceptable to the northwestern regional office and the directors and curriculum superintendents of the region for the integration of the implementation and review of new curriculum guidelines has been worked out. It includes the involvement of ministry personnel with board personnel in (1) determining board intentions with respect to devising a set of procedures for implementation, (2) assessing resource needs to carry out the task, (3) responding to requests for clarification and assistance in devising plans, (4) collecting and reviewing board plans using a standard format, (5) monitoring the degree of implementation annually through an ongoing review process, and (6) reporting annually to the regional superintendent these findings as well as suggestions for guideline revisions.

The supervision section, with the assistance of the regional director, the regional superintendent of business and selected nonministry personnel, conducted a successful workshop with James Bay area trustees in midwinter. This was part of a general focus upon improving the competencies, knowledge and awareness of the locally elected trustees who must work and make decisions in isolated circumstances. The ministry supervisory officers are continuing with this thrust in the northeastern region.

In central Ontario, major studies were undertaken on the accommodation requirements of the York region and Dufferin-Peel region to determine the needs of the public and separate school boards with respect to pupil places. As a result of the study in York region, allocations have been made available to the York County Board of Education and to the York Region Roman Catholic School Board over the next few years to provide them with accommodation to meet their growing need for pupil places. The study in Dufferin-Peel is currently under way.

The central Ontario regional office received approximately 148 submissions from 39 school boards wishing to operate student summer employment projects under Experience '79. Seventy-four of these projects were approved and monitored by the regional office staff. Amongst the many projects submitted were Profit Jeunesse Theatre, Immigrant Experience, Environmental Collections, Science Curriculum Kits, to name but a few. The students employed in this summer program found the work interesting and useful, while the boards found the students helpful

and the project worthwhile in meeting their needs.

In the field of special education, the central Ontario regional office committee has processed some 46 students seeking entry to Trillium School. As well, the education officers handled approximately 150 new individual special education cases, plus the follow-up program from previous years.

In terms of the regional and provincial reviews, the central Ontario region in the past year conducted extensive reviews in the boroughs of York and East York, Haldimand and Norfolk RCSS, Halton, Hastings and Prince Edward County RCSS, Metropolitan Separate School Board, Niagara South, North York, Prince Edward County, Simcoe County, Waterloo County and Wellington RCSS.

The reviews addressed the following topics: board structures, business education, community schools, correspondence education, enrolment audit, environmental education, family studies, music, technical education, language arts in the formative years, schools for the trainable mentally retarded and transportation.

The regional education councils, made up of all the directors of education in each region, have become a very effective communication link with the ministry. Members of the council have identified, for example, specific policy areas which they feel require further scrutiny by the ministry through the process of the provincial reviews.

The ministry, through the French-language consultative services initiattive, provided consultative services in all the school disciplines—subject areas, that is—to all of the French-language instructional units, which are approximately 84 in the province. Thirty-two full-time secondees, based in Ottawa, North Bay and Toronto, and a limited number of other short-term secondees provided highly appreciated and valuable services. This program is being pursued for the 1979-80 school year with improved services, particularly in the area of specialized services. In addition to those mentioned earlier, the ministry is improving psychological services for French-language students.

These are but a few of the kinds of activities conducted by our regional offices in support of schools and school boards in all parts of the province.

Finally, before concluding this afternoon, I would like to make mention of a very important series of changes which are going on quietly within the ministry.

As the first female Minister of Education in Ontario, I am naturally very supportive of and keenly interested in the initiatives being undertaken in the equal opportunity or affirmative action program. Formerly, this program was conducted by professional officials on a part-time basis. In May 1979, the deputy minister appointed a full-time co-ordinator to implement the equal opportunity or affirmative action program to serve both ministries.

The co-ordinator has, as her mandate, the implementation of the following ministry policy: the provision of career development activities and promotion opportunities for Ministry of Education and Ministry of Colleges and Universities employees on the basis of our equal opportunity policy; the development and implementation of a curriculum and a learning climate conducive to the development of each student in the elementary and secondary schools; the encouragement and facilitation of the preparation of women as well as men to apply for and to be selected for positions of responsibility in school boards; and the establishment of an ongoing liaison with the post-secondary community.

In achieving this policy one of the primary objectives is to raise and diversify the occupational and salary distribution of women in my ministries. I am giving encouragement to identifying within the organizations a number of bridging positions which will permit junior staff members, an undue proportion of whom are women, to move along planned career programs.

The co-ordinator has also initiated a number of other activities: the distribution of the report from the Sex-Role Stereotyping and Women's Studies Conference to the 550 participants; the commissioning of a research study on guidance and counselling within the school systems; and the funding of a research study on the impact of male and female role models on the self-concept of children in grade four.

A particularly important statement has been included in the 1979-81 edition of circular HS1, and I would like to quote it:

"The policy of the government of Ontario is that there be equal educational opportunity in the province. Thus, it is inappropriate for any school to deny a student access to a course or a program solely on the basis of the sex of the student. This does not make mixed classes of male and female students obligatory, but the policy underlines the fact that sex-role stereotyping of courses and programs is to be avoided. Similar courses may be given to mixed or unmixed classes so that students of either sex are free to participate in the courses in all available subject areas."

I have outlined a wide range of activities that the Ministry of Education has been involved in. It is still, however, only a relatively small sample of the comprehensive program of support to elementary and secondary education that is provided for by the estimates we are about to debate.

Mr. Acting Chairman: Mr. Sweeney?

Mr. Sweeney: Do I get three hours too?

Mr. Acting Chairman: Sure, five. I know it's been a long presentation, but it was very comprehensive.

Mr. Sweeney: Very comprehensive, I must admit. As a matter of fact, Mr. Chairman, I would like to address a very few opening remarks to the minister's statement. I am sure she expects we are going to go over it in great detail and raise quite a number of questions with respect to the various items within the estimates. But there were a couple of things that the minister mentioned in her statement I would like to comment on.

First of all, Madam Minister, I think you gave something in the neighbourhood of the first 11 or 12 pages of your statement to the hearings with respect to Bill 19, and quite appropriately so. I want you to know, though, that as one member of that committee I wasn't too happy with the statement you made suggesting the committee itself was an obstruction, or had obstructed—I think that was the word you used—the ongoing operation of the ministry to meet the very kinds of problems the committee had brought up.

I would like to repeat once again—and I'm sure you've heard it once before—that the intent of the committee was not to obstruct but rather to identify a large number of problems which we believed were out there, which I think now have been identified and which I think you yourself, having spoken to many of the same groups that came in here, have indicated, have also been identified.

The second purpose was clearly to try to discover whether a merged ministry would be able to deal with those problems more effectively than two single ministries.

I don't believe that can be called obstruction. I don't believe so.

Hon. Miss Stephenson: Mr. Chairman, what I really said was, it was the protracted length of the hearings which we found to be an obstruction, because they occupied a very great deal of time.

Mr. Sweeney: That's right. The second point I want to make is the pleasure I discovered in the goals statement you have in this. I don't believe I have seen anywhere

else in the past, from either of your two ministries, such a clear statement. As time goes on I think I am going to question a

couple of them.

I was particularly impressed by your predictions as to what society holds for our students, and upon which some of your goals were based. I thought that was a most appropriate way to take a look at where we are heading. I must say, given the very strong criticism which others, including myself, have expressed against this ministry for not having that kind of statement, I was very much pleased to see it in there.

Within that goal statement you made a reference to students "enjoying the dynamics of learning," I think was the wording. I really have to wonder how realistic that is. Raising a family of my own, and having been involved in education for quite a number of years, as you well know, I have seen many situations and many students who could not aptly be described that way. I agree with you it's a most desirable goal. I agree that it would be great if—capitals, quotation marks, underlined, any other way you want to put it.

I raise the point not to be picky—that's not the point at all—but perhaps to throw in a very small cautionary note. If we aren't truly realistic about the students we are dealing with rather than being idealistic, perhaps we will continue to make some of the mistakes that I think we've made in the past decade and that I am going to relate in a few minutes. For instance, we weren't realistic; we didn't truly know who were were dealing with or the kinds of conditions in which they learned, the kinds of conditions into which they were going after they graduated from our schools.

I think it is a most laudable goal. My point is only a cautionary one: Let's not get caught up once again in the rhetoric, for God's sake.

[2:00]

I was also particularly impressed with your several references to the pre-eminence of the family in education. I will want to come back to that point two or three times in my remarks either today or in the next few days, because I support that contention very strongly. I have seen so many examples of good family relationships both within the family and with the school producing excellent results for the kids we are trying to work with, and I have seen just the opposite.

As a matter of fact, about 10 years ago a commission was set up in England similar to our Living and Learning one. If I am not mistaken, it was headed by a lady by the name of Plowden. Many interesting thoughts

came out of that, but the one that struck me most forcefully was the reference to the indicators that really influence student achievement in schools. They went through a whole list of the kind of things we often talk about, such as the size of the school, whether it's big or small; the quality of the teachers, whether they have degrees or don't have degrees; the amount of money that's been put in; and so on. Right at the top of the list was the attitude of the family or the attitude of the parents towards the school. It was clearly demonstrated that kids did well where the family, and in particular the parents of that family, had a good feeling about the school; where they felt the school was genuinely trying to help their kids and was on the right track in terms of what it was doing. Where they had an opportunity to speak to those at the school, and perhaps in some cases to influence them-where that kind of feeling was present those kids did well. It seemed to overcome all the other issues.

The reverse was true also. Where you had the best schools, the best teachers and lots of money, but you didn't have that parental attitude towards the school, the kids didn't do as well.

I really think, and I genuinely hope that your several references in your statement recognize that kind of a point. I am sure you realize certain consequences and certain implications flow from that. It means we really have to look at a number of things. We have to look at the degree to which parents genuinely—not superficially, but genuinely—are involved in the education of their children. We have to look at the whole notion of community schools and what it means to have a school in the community.

We have to look at the whole notion, I believe of large school boards, and large schools, and whether they really can make contact with parents in a meaningful way. We have to take a good look at the whole concept of alternative and independent schools and what they mean with regard to parental involvement. The list goes on and on.

What I am trying to say, Madam Minister, is that we expect the content of your statements in this particular document to mean something and the implications that flow from them are going to be picked up.

We will raise the other points at some length in the various items within the estimates themselves.

I notice that back on March 1 of this year, the Premier, speaking somewhere, and I can't remember where it was, made the observation that there is a growing lack of confidence in education among the citizens of this province. He went on, as I am sure you would have expected, to explain and to challenge some of that lack of confidence. But I wanted to start with that, because to a large extent my part in these estimates is going to relate to that. There is a genuine lack of confidence out there.

I start with the Premier's statement. I would direct you to the many briefs that were brought before us; I would suggest in most cases, with relatively few exceptions, they adhered to that point: "We are concerned with what is happening. We are questioning what is happening in education today."

I would add, as a critic of your ministry—and I am sure you are aware of this—that in my travels around this province through talking to groups of parents, students, teachers, others involved in education and potential employers, I have found that there is a growing lack of confidence in the educational system in this province in terms of what it stands for, where it is going and what it is doing.

I have said to you before, but it bears repeating, that more than anything else the reason for that crisis is that people remember when Ontario truly had perhaps the finest system of education in Canada. How much farther than that I don't know. They know it doesn't have to be this way; that there are solutions to many, if not all, of the problems we are facing. They are saying, "We would like someone to put the system back the way we know it was and the way we know it can be done."

It is in that spirit that I direct my remarks to you this afternoon, with the genuine hope that we can put the system back where it was. Whether you are the minister who is going to do it, I don't know, but nevertheless that is the spirit of my remarks.

For your own information as well as my sense of direction, there are two areas that I will not go into very deeply, because I understand—and I would like the minister to correct me if I am wrong, because I will certainly change my strategy if I am wrong—we will have an opportunity to discuss these at much greater lengths in the near future.

The first is the issue of declining enrolment. I understand from the the minister, both in the statement today and in previous statements, that she expects to bring before us, in very short order, her ministry's and the government's position on it. Therefore, I will leave the bulk of my statements with respect to that topic until that time, when I think we can spend more time on that issue,

The second one is the review of Bill 100. I understand, from the minister's statement the other day, that in the early spring we will have a chance to take a look at the external report at least, even if we don't get our hands or eyes on the internal review. Am I correct in that?

Hon. Miss Stephenson: Yes, you were entirely correct in your first presumption. We will be bringing forward a statement which will be debatable; there is no doubt about that.

Second, on the review of Bill 100, next Tuesday the commission will be in business and able to receive written submissions from anyone, specifically from members of the Legislature, if they wish to make submissions to that commission. The hearings which they will hold have not as yet been timed, but the commission will be making decisions about that and there will be public announcements about the dates and the sites of those hearings. It is anticipated that they will report in the early spring, and at that time you will have an opportunity to debate further the report of the commission.

Mr. Sweeney: Very good. That is the assumption I was going on.

I mentioned at the beginning, Madam Minister, I would not want you to get the impression that because I don't spend a lot of time on those two issues they are not a matter of importance to me or to my colleagues. They are. We just feel that the other avenues you have provided would be a more appropriate time to go into them in much greater depth.

I noticed in the minister's statement, Mr. Chairman, that a considerable amount of time was spent on funding, and I think the minister would be surprised if we started with something much less obvious than that. I would have to comment once again on the remark that I made that your statement with respect to funding is anything but simple.

I worked for many years on the funding mechanisms in the ministry, through a school board, and I think I understand them to a certain degree. I would suggest to you, though, and this is the only reason I am really mentioning it, that there are many trustees and many teachers who don't understand the system and don't find it simple. I suspect strongly that they would not find your statement very simple either, and yet it is a critical factor.

As a matter of fact, I tend to agree with another statement you made. Given the way the whole system is organized, I don't know whether it can be made simple. I am not suggesting it should be made simple, but I

would suggest you shouldn't say it can be made simple. I don't think it can. I have tried many times to explain it to persons who do not work with it on a regular basis, and it is not an easy thing to explain.

The whole question of funding, though, is one we have got to raise very early in these remarks. Of course, you know my big concern, and that of many others, is the province's share of the funding. There are three issues we have to be concerned about with respect to funding. The first one is the total pot. There is no question that is an issue. The minister's and the government's statements with respect to that are clearly on record; they can't or won't put very much more in the pot. That statement is clear.

The second factor, which is of equal importance, is the source of the funds. The third one is the distribution of the funds. In many ways the latter two are as important

as the first one.

I want to address my initial remarks to the source of funding. I don't know, Madam Minister, how aware you are of the impact of the province's action in reducing, since 1975, its share of the funding in this province. I don't really know whether you appreciate what has happened at the local level with respect to the school boards and with respect to ratepayers.

For example, have you checked recently the number of school boards in this province that do not spend to the ceiling? I mention that because your parliamentary assistant, when that issue was raised a number of times in the hearings, continued to answer, "We raise the ceilings every year; we put X dollars into the pot every year," as if that is supposed to solve the problem. But any real awareness of what is happening out there would show that doesn't solve the problem.

You know as well as I do that what is really happening is that as your share of the funding goes down, and it has been going down steadily for the last four years, then the local board, if it wants even to reach the ceilings, has got to raise from its own resources—and it only has one, the property tax—not only its annual increase in costs, whether that is six, seven, eight per cent or whatever, but also the difference between what they got from you the year before and what they get from you this year.

What that does is put the board in the very awkward position of going to its ratepayers and saying, "Our costs have increased by seven or eight per cent, but our demand from you as our local educational supporter has got to go up 12, 13, or 14 per cent"—what-

ever the case may be, it is considerably higher. This is what those boards that have attempted to go to the ceiling have been faced with each and every year. But it is very difficult for the board to do because, try as it might, it is difficult to try to explain that. To most people it doesn't make sense.

[2:15]

The second thing it has done, and we saw it time and time again with parents' groups who came before our committee, is to create what I suggest is a very unhealthy conflict between those ratepayers, be they tenants or be they owners, who do not have children in school and those who do. The ones who do have children in school quite rightly are concerned about the quality of education their kids are getting; when they perceive or actually see programs declining or being eliminated completely, or staffing changes which they sense are going to affect the quality of education of their kids, then those parents and ratepayers in many cases are quite willing to say: "Look, I would be prepared to pay a few dollars more on my local tax bill if it is going to mean a better education for my kids; I would be prepared to do that." But there is a growing segment of the population who don't have kids in school, who are questioning the quality of the education being offered in our schools and who are saying they're not necessarily prepared to put that extra money into the pot.

I don't know how many times that growing conflict between ratepayers who have kids in schools and those who don't was brought to our attention. I have to suggest to you that

it's not a very healthy situation.

I wouldn't suggest, Madam Minister, that the government or your ministry is manipulating that, as has been suggested by a number of those people—and I'm sure, having read the brief, you would remember that—or that there is almost a deliberate plan. For the life of me, I can't believe that you would deliberately create that kind of tension and stress, and place that kind of a burden on a local school board. Therefore, I would have to suggest that it's happening unintentionally. But it is happening, and the social and community consequences are starting to get severe.

A few days ago I was talking to the director of a school board that anticipates a deficit of \$300,000 this year. I said: "Why don't you just jack up your mill rate and make enough money?" He said: "John, we just did a survey; 63 per cent of the properties that support our school system don't have any kids in our school. One trustee at

a board meeting made the observation that maybe we would have to jack up their mill rate to do that. Our switchboard lit up for the next three or four days, with people saying, 'No way.'" And, of course, it's the 63 per cent.

I don't know how representative that figure of 63 per cent is. But I get the sense, from talking to a number of boards, that in most jurisdictions it's more than 50 per cent. In the two or three areas of the province where there is growth still going on, that may not be true. But we both know they're that exception.

What you have to appreciate is that with the particular funding mechanism we've got in right now, despite the fairly clear statement in your document that boards with an equalized mill rate will get equalized money -I'm sure you are aware of this, Madam Minister-that is not true in a jurisdiction between public and separate school boards.

As a matter of fact, in the example I gave you a few minutes ago, I was talking about a separate school board. In that same jurisdiction, with the same mill rate and offering approximately the same kinds of services, or maybe a little more-not an awful lot, but maybe a little more-the local public board will be having a surplus to go into its reserve funds in excess of \$500,000, while the local separate school board, operating on the same mill rate, is going to end up this year with a deficit of \$300,000.

I would be quite prepared to discuss it with you afterwards and let you check on it for yourself.

But it is not automatically a fact that areas with equalized mill rates are going to experience the same kind of income. Madam Minister, you've got to take another look at the impact-not just at the formula or the grant regulations, but at the impact on various kinds of boards and that particular kind of thing happening.

I want to also remind you, Madam Minister, of one of the reasons that people are kind of upset about funding from your ministry. If we look at the decade of the 1970s, I don't know whether you've had a chance to check the record, but it clearly shows that during the period from 1970 through to 1974 -let's say for elementary school purposes-we had a total increase in the allowable per pupil ceiling of approximately \$210 over that fouryear period; in the fiscal year 1974-75 alone, the per pupil ceiling went up \$220.

If you look at any kind of a graph, what you see is this slide and then a swoop up. You know as well as I do what has happened since 1975. You get another kind of slide. In

other words, in the first instance, the ministry for which you now are responsible was squeezing the school boards by keeping down the allowable per pupil ceiling. Then, socko, in one year, quite frankly, you threw so much money at them-in the impersonal sense, referring to your ministry-that quite a few of these boards had very little time to adjust to it. From some of the experiences I heard that year alone, I suspect some questionable decisions were made which continue to haunt those boards.

Then from 1975 on, although the ceilings didn't go up nearly as much as they did in 1975, but more than they did in the previous four years, you cut back on your share. That comes back to the point your parliamentary assistant makes. It really isn't a very fair way of saying to the boards or to parents or teachers: "We're raising the total amount of money that's available." That's true, but by cutting back on your share, once again you're putting the boards in that kind of squeeze I was telling you about before. After having heard the many delegations and after crossing this province myself, there is no doubt in my mind that in the last couple of years educational services in this province have been re-

I want to remind you of something you yourself said in January of this year to the supervisory officer. I want to read one sentence to you. You were referring to the young people of Ontario being our most valuable resource. Then you went on to say: "The fact that there are fewer of them makes them more valuable, not less," Here's what I've got underlined. "We cannot, indeed we must not, give them fewer educational opportunities than their brothers and sisters enjoyed." Yet that's exactly what is happening.

We go into schools today and find what used to be full-time libraries now are either operated half-time or there is no person in the library at all; it's just there, and you make what use of it you can. I understand in a number of schools the library door is locked. That's reduced service.

The idea of increased numbers of students per teacher is a reduced service. The number of programs that were available in secondary schools that are no longer available in some secondary schools is a reduced service. The number of opportunities for special education students and the breadth of the opportunities that have now been squeezed back is a reduced service. You know the list as well as I do. What I'm trying to say is I agree very much with the point you made back in January of this year, that because we've got fewer kids now, at the very least our funding

structure should be such that they don't have any fewer services available to them than their older brothers and sisters did.

Try as I might, I can't think of any way you're going to guarantee that other than by building some kind of a declining enrolment factor into your grants system. I cannot buy the argument of one of your senior officials when I discussed this with him. He said: "The same thing is happening all across the province anyway. Therefore, since there are no unusual circumstances, we don't need to build in a factor, because everyone is experiencing the same thing." That just isn't true.

As a matter of fact, if you were to analyse all the boards in the province, you would probably find more differences than similarities. We both know we've got boards at one end of the scale that are not experiencing declining enrolment but growth, while we've got other boards that are experiencing tremendous declining enrolment. Let's look around here. Let's look at Etobicoke or North York or Toronto. We don't have to go very far. They have really serious declining enrolment. You've got other boards that have been relatively stable for the last two or three years-not much up and not much down-and you've got everything in between.

If you really mean that today's kids shouldn't have fewer services than what their older brothers and sisters had, you've got to build something into the grant system to recognize that. It is clearly evident that when a school board loses one student or 100 students, whatever the number, there are residual costs the board must bear totally by itself. If there's one less student, the board gets one less government grant unit. In other words, the local board has to bear the full burden. The ministry's funding mechanism does not bear any of that burden. I still can't understand why that factor was removed a few years ago. It made eminent

I will agree that you've got to analyse it every year; you've got to take a look at the impact. If you're going to use a weighting factor of 0.3 one year, it may not be appropriate to be 0.3 the next year. Maybe it should be 0.2, or maybe it should be 0.5; I don't know. But I don't understand how you can maintain today equivalent opportunities and equivalent services of a few years ago if you don't have some kind of declining enrolment factor built into your system.

Take the other arm, the Ministry of Colleges and Universities, You recognize that factor there; you've got a three-year rolling average built into that one. I don't know whether that system would be appropriate for elementary and secondary schools. I suspect it probably wouldn't be. Nevertheless, you're clearly recognizing that the factor is there. Yet we know the same thing is true of universities and colleges as well as of elementary schools: some are going up, some are going down, some are up a little, some are down a little, some are relatively stablebut you take the factor into consideration.

With respect to funding, there are two key issues that must be addressed. You've got to re-examine again the impact on the local boards and the services those boards can offer from your reduced funding share and from the lack of some kind of factor to recognize declining enrolment. If you don't do both of those in some way, the problems are going to get worse; they're not going to get better. We'll talk about funding at much greater length when we come to the section in vour estimates.

The second point I want to deal with involves the secondary schools. The most recent study commissioned by the Ontario secondary school teachers confirms that the secondary schools of this province are not meeting the needs of a very large number of our students. If I could in any way influence you, I would say it's the one sector of the entire educational continuum that you should take a long, hard look at.

A lot of good things are happening in the elementary schools; we'll talk about them in a few minutes. They're reasonably in control. I think some good things are happening in our colleges and universities in meeting the needs of kids. But I would suggest the one area where the needs of students are not being met is at the secondary school level.

I recently had an opportunity to sit down and talk to Margaret Wilson. She made the observation—I guess it had been running around in the back of my mind for a while, but it just hadn't come out too clearly-that in the last 10 years, the teachers of the secondary schools of this province have been faced almost every one of those years with some unusual and dramatic change they had to adjust to. If there is one group of teachers in the entire educational continuum that has been placed continually in turmoil and, to a certain degree, uncertainty, it is the secondary school teachers. That is one of the first problems.

Previous to this decade we had a very rigid system in our secondary schools where almost everything was prescribed. We went from that in a very few years—two or three at the most—to exactly the opposite: a wide-open system where nothing was prescribed. That in itself was one of the major jolts to the emotional system of many students, teachers and parents in this province. It took them a long time to get used to that. Of course, given some of the changes that were made, they didn't get used to it completely.

First of all, that was optional. There were a number of school boards in the province that resisted it. I remember the Waterloo County Board of Education, an area where I was working, strongly resisted it, until finally, in 1970 or 1971, the Premier or the minister came out with a statement, "Thou shalt"—it

was no longer an option.

That went along for a couple of years. Then in 1974 we had the ministry recognizing that something wasn't going quite right in the area of history and English in this province, and they put in a couple of mandatory programs. We had some lulus come from that. They were actually ludicrous in many ways, some of the things that went under the banner of English studies and Canadian studies. I remember having some interesting discussions with your predecessor about what really constituted the study of English and the study of history in this province.

Eventually, there were some more changes in what was going to be compulsory and what wasn't—what was going to be a core program and what wasn't. That was just one trend, one that is fairly obvious and that most people

are aware of.

The other thing that bothered so many people in the secondary schools was the presumption that teachers were going to be considered much more as professionals; much more was going to be made available to them, and many more opportunities. In curriculum there were. But on the other hand, as we discussed a few minutes ago, the funding mechanisms of the ministry denied that possibility ever coming to real fruition. The kinds of things that might have been able to happen, given enough time and resources, were cut off—stillborn, to use a medical term.

When we hear that across this province pretty close to 40 per cent of the students who start in grade nine do not complete grade 12—when we understand that in a city like Toronto the figure is even higher—then we have to ask ourselves how the needs of

those students are being met.

Madam Minister, I am sure some of your people have done what we have done and gone out to talk to those people who have dropped out of our schools to ask them why: "Why didn't you stay put? What were you

looking for that wasn't there?" After all the jargon was sifted through, the one point that seemed to come up time and time again was, "I didn't perceive that it was going to

do me any good, quite frankly."

Another thing that surprised me, although I shouldn't have been surprised, was the totally unrealistic expectations of these young people. That speaks to a point I want to spend a few minutes on: the whole guidance system in the secondary school, the very fact that students don't get a perception that what is there is of value to them, and these very unreal expectations they have. I met with a group of guidance people not too long ago, and two points came out very clearly. I am talking primarily about career guidance here. The first point is, you really can't hope to have much of an impact on kids when you have one guidance counsellor in most of our secondary schools for between 300 and 400 students, and when most of the time of the guidance counsellor is spent dealing with the kid's personal problems; family problems. emotional problems and so on.

When a young boy or girl comes in and is really in a tough spot, you can't say—and the guidance counsellors made this very clear—"Look, I'm not going to talk about that; I want to talk about your future." The student says, "Look, my future is right at this moment. I am coming apart at the seams."

That is one problem.

We have to take a very hard look at differentiating between guidance counsellors in our schools who are going to help kids on a day-to-day basis and those people who are going to help them with their long-term career planning. It would appear—and I put it this way very advisedly—that one person cannot do that adequately on both sides of the coin.

The second point that came up—and once again it was something that should have occurred to me but hadn't to the extent it does now—was the background of the people we have in guidance. The records clearly show that somewhere in excess of 70 per cent of the young people who go through our secondary schools do not go on to any form of higher education, at least not in the immediate future.

These are the kids who leave school early—the 40 per cent—and to make up the 70 per cent are the other ones who finish but go right out into the working world. What we have, then, is about 30 per cent of our kids going on to further education. Yet I would hazard a guess that 90 per cent plus of our guidance people have further education as a career goal in their own background and

tend, even subconsciously, to try to direct too many kids in that direction. Yet the facts show us—and those facts have been there for years; this isn't something that has just happened recently—that the bulk of our students in the secondary schools are not going on to higher education.

The study done in Peel county about a year ago would clearly point out that the way the secondary schools are structured right now and the kinds of guidance services we have in those schools don't seem to recognize the elemental fact that more than 70 per cent of the students are not going on to further education; they are going to leave the secondary school to go out for some kind of work experience or, for too many of them, some kind of unemployment experience.

Therefore, with respect to guidance, the second thing we have to do very carefully is get people in there who have a background of experience other than university. Or, at the very least, take the people we have now and make sure they really understand the other side of that coin, that many of the kids they are guiding and counselling appreciate there is an awful lot more to secondary school education than simply preparing to go to university or college.

The whole organization of the secondary school has to change in such a way that we recognize most of our kids are not going to continue in education, that we provide opportunities for them to take courses which are truly relevant and truly meaningful. I don't mean to them as individuals—you know, "I happen to like doing something," or "I don't happen to like doing something else"—but in terms of where they are going.

I have a conviction that if we could structure the course—even if it was only during the last couple of years of the secondary school—in such a way that the students could genuinely see it was going to lead them somewhere, our dropout rate would go down sharply. I know we are never going to cut it completely—there are all kinds of other reasons contributing to dropouts; we are both aware of that—but I do think we could make a significant impact in that whole drop-out rate. However, I don't think we are going to do it if the secondary schools of this province continue to operate the way they do now.

I was a little taken aback by one of the presentations made to our committee. The witness was upset over the proposal in your administrative guideline for the merger, in terms of grades nine and 10 of the secondary school being tied in with K1-8, and grades 11, 12 and 13—whether it eventually

becomes two years or remains at three-being tied in with continuing education.

That particular witness was very hostile about the fact anyone would dare tamper with the sanctity of the secondary schools of this province. I repeat to you the same thing I said to him. I said: "I don't agree with that at all. I don't agree there is anything particularly sacred or sanctified about it. When we look at the results, we have no alternative but to take a good look at it and to make some significant changes in the way those school are structured and the way they are meeting kids' needs. The people who work within them have got to realize that."

In many cases, not in all of them by any means, much of what is happening in those schools is because of your policy directives or your ministry's policy directives; whether they were there before you came, or whether they have continued since your arrival; much of it has to do with that. There are a lot of other things the people in that system could have done as well. The whole issue of skilled trades of course, has been given a tremendous amount of prominence lately. The recent report by Dr. Alan King and Associates, to the secondary school teachers, referred to that. You yourself have referred to it.

All I can say is I hope you are going to follow through with it. The need is there; there is no doubt about that. The willingness of many of our students to pick that up is also there. I think also we have to disabuse ourselves slightly of the notion that the kids won't take them. I don't think that's a valid reason any longer. We have gone through a period of time, and the evidence I see in a couple of secondary schools and in a couple of community colleges in the last few weeks-and I see it clearly-is that "the market message has got through." And they are quite willing. Let's hope we take advantage of that particular turnaround.

I want to move on to the area of special education. It was December 1978, almost a year ago, Madam Minister, when you announced there were going to be some major legislative changes in this province. All I want to do is to remind you that December 1979 is just around the corner, and we haven't seen anything yet.

Hon. Miss Stephenson: I don't need to be reminded.

Mr. Sweeney: I would also point out to you, and please correct me if I'm wrong, that one of those legislative initiatives is to mandate early identification. Yet the process of early identification is going on in the

schools as a result of a memo that you sent out to the schools.

A number of teachers have expressed a certain amount of concern to me about where these two things fit in. Here we have something going on from a memo mandate, and we are being told legislation is going to be brought in. I think that particular concern needs to be relieved.

# [2:45]

The second point I would make is the whole issue of learning disabilities in Trillium School. First of all, somewhere along the line, I would like clarification of the francophone element of Trillium School, the one that is going to be put in Ottawa and called, I think, Leger School. I had some difficulty trying to understand what you said in your statement. I was given the impression from other sources that that school had not started and likely would not be starting until January. Is that true?

# Hon. Miss Stephenson: That's true.

Mr. Sweeney: Your statement seems to suggest that it is under way, but maybe I misread it; at some point we will recap that one and get it straightened out.

The concern that I have was first of all a presumption that something might happen, and now you make it fairly clear in your statement that it is likely to happen. The vocational rehabilitation services for students with severe learning disabilities who are going to schools other than Trillium—and in most cases, as you well know, they are going to schools in the United States—may be withdrawn.

I have to register that as a concern, because all the feedback I am getting is that the Trillium School, as it operates at present and as it is likely to be operating for at least the next couple of years, is not going to be able to meet the same kinds of needs that now are being met for those kids in schools in the United States. The feedback I am getting is that the psychological or psychotherapy types of services are not in place to anywhere near the kind of degree needed in the Trillium School and that they probably won't be for a couple of years.

Hon. Miss Stephenson: As compared to? Mr. Sweeney: As compared to what's ofered in the American schools.

## Hon. Miss Stephenson: Where?

Mr. Sweeney: The ones our kids are going to, I guess. If that is not true, I would like your reaction to it, because the point I would want to make very clearly is that we have demonstrated through our appeals before the vocational rehabilitation board that those kids really do need a particular and very specialized kind of service.

If and when we can provide that kind of service in Ontario, I will say, "Hallelujah," and "Thank God," that we don't have to send them out of this province, and out of this country, any more. I will support you all the way; I think I have said that before to you. But until the service you are offering here is equivalent to what those kids are getting some place else, and what those kids need, then I will object very strongly if the one service is dropped before the other one is in place.

We have had some discussions with other ministers of this government, with the Minister of Health (Mr. Timbrell) and with the Minister of Community and Social Services (Mr. Norton), about doing similar kinds of things, of saying, "We are going to put something in place," and then pulling out what's already there before this is in place. The disruption and suffering that happens in that transition period cannot be justified.

I want only to raise a bit of a warning flag here, Madam Minister—and I am not saying that in any serious sense; maybe I should say a cautionary flag—that the perception of the teachers and parents who are involved with kids with learning disabilities is that Trillium School has not now and, the way it's being organized, probably will not have for a couple of years down the road the same option of services, the same needed services, as what these kids are getting in other areas.

I don't know what the liaison is between yourself and the Minister of Community and Social Services. I raised the issue with the minister in his estimates and, quite frankly, was given to understand it will stay in place as long as it is necessary. I think I would have been satisfied with that answer, except your statement would seem to suggest it's going to be phased out. I don't know what the time line is, and I guess all I am saying is that when you respond, however you choose to respond to the concern I am raising, I hope you would give us a little bit more detail about that kind of time line. It's not just for me; it's for the parents of those kids, and for some of the teachers, who are equally concerned.

I also want to highlight the recent meeting you had with a joint organization of the trustees' council, the teachers' federation and the supervisory officials. I want to highlight it because I had a rather interesting meeting in my office when one representative of each of those came in. From my own background, I happen to know most of them. They made the

observation: "It's not very often, John, you are going to see the three of us walking in together. We usually have disagreements at one time or another, but we want you to know, and we are going to tell the minister—I gather they already have, very clearly—"that we have genuine joint concerns about the introduction of the special education legislation."

Their concerns are on three fronts, and I want you to know that I very much concur with those concerns. As a matter of fact, having talked to a number of other people, school trustees and individual teachers out in the schools, I find those concerns were raised in almost identical fashion, though in different

contexts.

The first one, of course, is the funding. I understand some funds are going to be made available. What I don't know is what kind of —and you briefly touched on it in your paper, by the way, but not enough to satisfy my need to know anyway—

Mr. Cooke: Are you saying it should have been longer?

Hon. Miss Stephenson: That's an idea. Mr. Sweeney: On that one issue maybe.

What I don't know is what kind of impact study of costs has been made with respect to this program. I had the opportunity to meet a number of secondary school principals not too long ago. One of the issues they raised about a number of initiatives with respect to the ministry was that your ministry just seems too easily and too casually to throw things into the pot and say, "Okay, teachers—"

Hon. Miss Stephenson: Not for the past year.

Mr. Sweeney: Let me just follow it through. If we can get to some agreement on this, it will be worth it. It seems that too often in the past the ministry has come out with initiatives. I don't know where they came from in the first place-probably to a large extent in response to the educational system out there or to some group out there. It has said: "This is what we are going to do." But the financial impact of those initiatives and the human resource impact of those initiatives don't appear to have been very carefully thought out. Once the thing gets out there and somebody tries to operate it, these things quickly come to the surface. That is the message you are being given with respect to this one.

Do you really know what it's going to cost the average school board to implement your provisions in terms of dollars? Do you really know the kinds of human resources that are going to be required to do it well? It shouldn't need to be said that this is the kind of an issue where, if you are not going to do it well, because of the nature of the kids we are going to be dealing with, it would be far better to hold off for another little while.

I say that with great fear and trepidation because I know what the need is out there. There is no doubt in my mind that, if all the provisions were ready, I would ask you to put that 100 per cent into place today, not even tomorrow. But I will also say, if you don't have the skilled people who are going to be able to make the thing work, if you don't have some kind of a reasonable time line to get the thing going and if you don't have enough money to do both of the first two, then you could very well end up doing more harm than good.

I understand that's pretty well the message the joint group of teachers, trustees and supervisory officials gave you. I want to identify myself with them. I agree with them for two reasons. First, I have seen some of those other fiascos of the past and, second,

this issue is just so important.

A couple of areas have come to our attention lately—and I wonder whether the ministry has done any serious research on them. There was mention in there in a whole section about research that you are doing, but there are two items I want to draw to your attention and try to find out what's being done.

The first one is the effect of large school boards. How recently has research been done with respect to the cost? Do we really have in place now, after those boards have been in operation for 10 years, what the cost factors are, pro and con? By cost, I mean what we get for the money we're spending, compared to what we would have got before and compared to what we might get with different kinds of organizations. I would say that's an important area of research.

What do we know about large school boards with respect to an issue we were talking about probably 20 minutes ago, parental involvement? Do we have any fix on whether there is more or less parental involvement in our schools because we have the larger schools? Do we have any fix on the

quality of that involvement?

I use that term because I'm not talking just about parental reaction when the board does "the wrong thing," like we had here in the city of Toronto recently. That's a very valid form of parental involvement, but it's not what I mean by parental involvement in the broad scale.

Do we have any kind of a fix on the large boards in terms of that kind of thing? Do we have any kind of a fix on whether, because we have such large school boards, the needs of kids are not being as well met? I remember very clearly when the Premier, who was then the Minister of Education, made the announcement that was the major incentive behind it. There was an economic factor, but the major one was, "We're going to be able to provide better service to our students." Is that valid or not?

Obviously what I'm talking about is the present large school boards compared to something else, and not necessarily what we had before. Now that they've been in place for 10 years, and now that there are some questions about their ability to meet these kinds of things, is your ministry seriously taking a look at it?

The other item that has come up time and time again is the administrative structure of those boards, the number of people who are doing administrative tasks that, though indirectly related to the educational process, maybe are just too indirect. How many people do we have in those systems who might be better involved in dealing more

How much of the size and complexity and cost of those boards uses up human resources that could be used more effectively?

You'll notice I'm raising questions. I don't have the answers. I'm raising the questions,

directly with kids than they are at present?

The second question, and the one you yourself touched upon in your brief, is with respect to closing schools. I've seen many conflicting messages as to what the impact really is, what the cost is. As a matter of fact, one of the things that was brought before our Bill 19 committee was some research done in the United States. We always just stand back a little bit, of course, because we don't know how valid it is in our jurisdiction.

Nevertheless, with the qualifying comment, that research would seem to show that chances are just as great, from the experience of other boards that have gone through this process, that you'll end up spending more money providing the alternative services when you close down a school as you do in saving money. The report also seems to indicate that the savings are not that great.

[3:00]

though.

Do we have any evidence here, or do we have any other evidence in comparable jurisdictions? I'd have to leave it to your research people to define what a comparable jurisdiction to Ontario would be.

I raise that because it seems to me that in the recent conflict between parents and boards across the province—and I don't think my office is any different from that of my colleague across the way or your office in terms of the number of phone calls and letters I've received from all over this province concerned about closing schools, not just in Metropolitan Toronto. Too often it seems the decision is made only on the basis of economics.

The second basis upon which this decision is made—once again, I notice there was a reference in your brief to it, and I would have to wonder how well we know the right answers to the extent that it's possible to know them—is the quality of education that's being offered. What do we mean by quality of education? How are we defining it?

One of the things that struck me was one group of parents that came forward. I think they were down to 76 or 67 students in their school. They were quite happy with what was being offered in comparison to what else those kids could have received some place else. They said: "Yes, we know that the quality of the art program and the music program and the phys-ed program would probably be higher somewhere else. But we see the education of our kids in a different context. We see other variables which to us are more important."

I put that up because I wonder if, once again in this issue—and of course, we're just being flooded with it right now—we aren't presuming the wrong kinds of things.

The same thing happens to the groups of middle-income parents and even the lower stratum of middle-income parents who are going out on their own now and setting up these small alternative and independent schools. I'm sure you know as well as I do—I've visited a few of them; I suspect you have too—that the variety of the offerings is not that great, but the quality is pretty good. Those parents are saying to us very clearly, "For us, we believe this is more important than what someone else says should be given to our kids."

When we look at this whole question of closing down schools—and first of all we've used the economic argument and secondly the quality of the educational offerings—do we really know?

A third point that I think needs some study are the many social upheavals that a lot of the kids in our schools today are facing and that we can't do very much about. As the Minister of Education you can't do an awful lot for a family where the father is unemployed. You can't do an awful lot for the single-parent mother. Other branches of government can, yes, but your ministry can't.

We can't do an awful lot about some of the moral and social pressures on our kids outside of the school. Therefore, we ask ourselves, to what extent does the smaller community school help offset some of these? Conversely, to what extent will closing down that small community school intensify them or exacerbate them? I don't know the answer to that, but I think it's a genuine question that must be asked and answers must be found.

Finally, I think we have to come back to one of those points again—I indicated I'd be coming back to this theme again and again—this whole question about relationships between families and schools. What's the evidence to show that the quality of that relationship declines as the kids move farther and farther away from home, particularly if they have to be bused away from home?

What's the quality of that relationship that has been somewhat stable for a number of years as several children in the family have gone to the local school and now they're shifted some place else, where the relationship between that home and the school was pretty good, and it either never gets established or never gets established too well at the other schools? What does that do for the quality of the educational offerings?

I guess what I am trying to say, Madam Minister, is that we might be making some pretty important decisions, and we might be making some serious mistakes, about going through with the closing of a lot of these schools—in terms of dollars, in terms of social involvement, in terms of the relationship between the home and the school and in terms of the quality of education, using a different set of variables.

I would like to know what, if anything, has been done in these areas or, if it hasn't, what plans there might be. We are making decisions right now, in 1979-80 and, I guess, for the next five or six years; we may be sitting here again in 1985 and saying: "Gee, why did we do that?" Now that we know these kinds of things, why did we do that?" Maybe it is one of the areas we can head off.

I want very briefly to raise some concerns with respect to primary grades in our school system. I notice that back on December 18, 1975, the then Minister of Education made this comment. He said:

"You will recall that an extra \$80 per elementary school pupil was added to the ceilings last year"—and what I have got underlined is this—"to reinforce the renewed emphasis on the importance of the early years of a child's education." Then he goes on:

"It is for the same purpose that the additional \$80 is again allocated for 1976."

For two years, 1975 and 1976, the Minister of Education recognized there were some very special needs for primary grade children in our schools and saw to it that some additional funds were put in.

We had a lot of discussion in this province about the disparity between funding for elementary school students and funding for secondary school students, a disparity that for a while was beginning to close but which, Madam Minister, you know as well as I do has recently widened even more.

One of the reasons given for that disparity is that the educational needs of elementary school students, the quality of the people and the variety of the programs are so much greater and, therefore, we have to spend more money on them. That may be true, relatively speaking, but I would suggest to you that back in 1975 and 1976 this ministry began to realize the same thing was true with the primary kids in this province.

I would quite sincerely put on record now that for the primary kids of this province I think we should be spending at least as much money as we spend for secondary school students. I will probably get chopped for saying this, but I would go so far as to say we might even be spending more, because the evidence is becoming clearer and clearer all the time that what we are unable to do when these kids are five, six, seven and eight is very difficult and very costly to do later on, and in some cases just can't be made up.

Maybe you have something to show for it but I would have to wonder how many of the 40 per cent of the kids who drop out of secondary school now can trace their reasons for dropping out back to when they were in kindergarten, grade one and grade two. I don't know, but I wonder what a serious examination of their school records would show. I would be willing to put \$10 on the table to say there would be a high correlation.

Hon. Miss Stephenson: Never bet more than 10 cents.

Mr. Sweeney: I would be willing to put \$10 on the table, Madam Minister, to say there would be a high correlation if you looked at the school records of the 40 per cent who are dropping out of secondary school and what happened to them when they were in grades one, two and three.

Hon. Miss Stephenson: But is the school the only factor?

Mr. Sweeney: Oh, no; not at all.

Hon. Miss Stephenson: Or is it even the main factor?

Mr. Sweeney: But if the correlation is high enough, for example, when we talk about learning disabilities, the correlation between kids with learning disabilities and those ending up in correctional institutions is almost 70 per cent. Several studies have shown that it's close to 70 per cent. That's a pretty high correlation. I wonder how high the correlation would be between these other two factors. I think it would be fairly high.

With respect to primary grade kids, I am really pleased that some of the school boards, where they can, now are getting people who have backgrounds in early childhood education teaching in those grades. I think that is a good move. I wonder if we have an opportunity to take some of those better primary teachers we have now and give them some special training. There is no way, taking all the factors into consideration, we can replace all the primary teachers in our schools today with people who have a background in early childhood education. It would be desirable if they did, but what processes might we put into place over time to bring people in there with that kind of background or to give people who are already there at least part of that kind of background?

We talk about retraining, we talk about in-service training and we talk about sabbaticals. I would genuinely like to see you move and take some initiative in that direction. An awful lot of people would welcome a real initiative in that direction, one where you would say, "We recognize the needs of young children, and we are prepared to provide some assistance to see that more and more of the teachers of those young children will have that kind of specialized background."

I know there is a lot of discussion about the quality and advisability of small classes as compared to large classes. I have seen the studies, as you have, the most recent one of which seems to suggest between 20 and 40; it doesn't make a heck of a lot of difference, but below 20 it starts making a lot of difference. Of course, I am sure there are studies that say something else.

From my own experience both as a teacher and as a parent, I must tell you that having fewer kids in a primary class does make a significant difference. I would be prepared to go on record to say, if we can't do it anywhere else, that's where we should put our money. Those are the eggs we should put in our basket, trying to get the numbers down.

I know that option is available to school boards right now. If they want to redistribute their funds in that way, they can do so. But you should also realize, for them to do that, the weighting they have to put at the other end of the scale is pretty difficult for them to handle. I think we should take a look at that.

Finally, with this issue I want to come to a point which coincidentally and ironically deals with the very last statement in your brief. That is the boy-girl differences, You were certainly referring to the fact of equal opportunity for men and women within your ministry. I am getting more and more evidence which clearly shows the way in which we deal with boys in our primary grades compared to the way in which we deal with girls is the source of a lot of our problems.

Hon. Miss Stephenson: It starts long before then.

Mr. Sweeney: It starts there too. It doesn't seem to make sense that the ratio of boys who have learning problems compared to girls is about four to one.

Miss Stephenson: Physiologically and developmentally, it makes sense. Boys are the weaker vessels.

Mr. Sweeney: Do I get any support for that one?

Hon. Miss Stephenson: That happens to be factually correct.

[3:15]

Mr. Sweeney: What I am trying to get at is, doesn't that say to us that we should organize those primary classes and our primary programs a little differently for boys than for girls? Doesn't the record seem to show that by providing those first two or three years of education for them in the same way we are putting them at a disadvantage? What does the record show? Has anyone genuinely tried it? What is the evidence in this provnice for having, for the first two or three years, all-boy classes rather than mixed classes and teaching boys in a different way from girls?

All I am going on is the record that is there. It seems to show we are missing something somewhere. As you say, with your own medical background and your own background as a parent, you know it doesn't work when you treat them both the same. And that is not to be unequal.

Hon. Miss Stephenson: That is not what I said. What I said was, if you treat them the same, the chances are they will turn out to be the same. But we tend to treat them differently because of a sex-stereotyping that occurs right from the time of birth of boys. Boys are at a very real disadvantage as small children, believe me.

Mr. Sweeney: If what you say is true, could that not seem to suggest that we should do something in those primary grades to redress that disadvantage?

Mr. Bounsall: We've just barely managed to survive, and we're paying for it

Hon. Miss Stephenson: That's right. We should treat them the same way instead of treating them differently.

Mr. Sweeney: Oh, come on. That's not the answer at all.

Mr. Grande: Maybe we should have the girls also disadvantaged.

Mr. Sweeney: No, I don't think so. I think we have to take a pretty hard look at what we are doing in those primary grades and make some changes. In your response, maybe you can tell me some of the things you are already investigating.

The last point I want to raise in this opening statement is a reference to the adult illiteracy problem that was brought so clearly to our attention in the hearings on Bill 19.

Quite frankly, I knew there was a problem out there, but I genuinely had no idea of the scope of that problem. For example, when someone told me one quarter of the adult population of the cities of Hamilton, Windsor, St. Catharines, Sudbury and Thunder Bay had an educational attainment less than grade nine, I was genuinely surprised by that. When I was told the Ontario 1976 census showed that 1.4 million adult Ontarians had an education less than grade nine and that 250,000 adult Ontarians—this is 1976, not 1876—had an educational achievement level below grade five, I was surprised.

The first thing that comes to people's mind is that these are the people from away back in the bush or immigrants or retired older people who didn't have an opportunity. But 40 per cent of these people are under the age of 45, 75 per cent are native Canadians, not immigrants, and 70 per cent are not from rural areas at all, but were born and raised in urban communities.

We have one colossal problem with adult illiteracy that I certainly wasn't aware of. The point that was made to us over and over again was that neither one of your ministries appeared to be doing very much about it. The people who came before us made it very clear that offering programs in community colleges or universities is not the answer to the needs of these people; there need to be set up very close and very small community-

based programs. There need to be an awful lot more people who are willing to work with them and there need to be some funds put into place.

The other thing that was clearly brought to our attention is the price that we pay. We were given examples of a number of places where 55 per cent of the injured workmen fell into the descriptive category I gave you a few minutes ago. That is so totally disproportionate that something is wrong. I forget who it was, but one delegation came before us and quoted a specific example of an industrial plant in northern Ontario where there were some signs put up saying, "Don't do these kinds of things," and for the next two months those kinds of accidents doubled because there were so many people in that plant who couldn't read the sign, who just looked at the picture and did the opposite to what was in the text.

Chronic unemployment for these people is very evident. The correlation between the number of such people who end up in correctional institutions once again is very clear. Madam Minister, the only point I want to make in closing, and we have been talking about children to a large extent, is that I understand that, within the continuing education branch of your ministry, relatively little is being done about adult illiteracy. It is a major problem with serious consequences; we are paying the price over and over again in so many other ways-in corrections, in unemployment, in health, in injuries and accidents. I would really hope that, before these estimates hearings are over, we would get some kind of indication as to what plans your ministry has to deal with adult illiteracy.

With that, Madam Minister, I will rest my case until we get at the individual items.

Mr. Bounsall: Mr. Chairman, I must admit that I feel myself somewhat at a disadvantage in these, my first estimates as critic of the Ministry of Education. As the years go on, I will feel very comfortable in them, I am sure.

Mr. Cooke: Where's your 170-page brief?

Mr. Bounsall: I don't have 170 pages to present. Perhaps the minister in her first estimates in this ministry, is feeling somewhat the same way and that is why we have a document of this size that answers every question beforehand and avoids having to cover, from memory or something, some of the detailed questions.

I had a reaction to the document this size. When the member for Essex North (Mr. Ruston) saw it, he almost fell through his chair at the size of the document, never having seen anything like it. The member for

Northumberland (Mr. Rowe) tells me he has never seen an opening statement of this size in his 16 years here. I have a reaction to it, particularly to the length of time spent on the funding. Perhaps the minister, like many of us not familiar with the grants on a day-to-day basis, said, "Would you put it out in a way that I and everyone else can understand, and I will throw it into my opening leadoff?" I was a little surprised at the size of the document, although parts of it are quite useful.

In these, your first estimates in the Ministry of Education, Madam Minister, for the sake of education in our province, both for our kids and for our adults, particularly adult illiterates, I wish you well in this position.

Having said that, I'm not at all sure that, with your normal reaction to be combative and defensive and seemingly unable to tolerate or deal with even a mild form of criticism, you are suited to what we have become used to in this ministry at least over the years, and what. I think should be a contemplative, thoughtful ministry—one requiring short-term planning but with a great deal of long-term planning in it; one to be thoughtfully looked at with a working through of the process.

We need a very sensitive person, one who listens well to others and is sensitive to other people's points of view—not immediately reactive to statements other people make that might be taken as criticism. In this position, a pourer of oil on troubled waters is needed, in many instances. I haven't got this from any groups, but I get the feeling that in your normal way of operation, although you may agree with 90 per cent of what is being presented to you, a person having a discussion with you may well feel that you are opposed to them.

Hon. Miss Stephenson: That's only with you.

Mr. Bounsall: It hasn't really acted that way with me, in point of fact. We need someone with a philosophical approach and bent rather than an activist, a doer, a responder on the spot.

Hon. Miss Stephenson: Mr. Bounsall, if you are unhappy, I am sure you can go and speak to the Premier about it.

Mr. Bounsall: I'm bringing these points out, because I do wish you well in the position, but for the sake of education in the province perhaps you should consider what is needed in the way of a response on a regular basis from the Minister of Education. I'll certainly let you deal with the problem; I just wanted to mention it and go on to the other items which you have brought before

us and some of my other great concerns in the Ministry of Education.

I had the same reaction as Mr. Sweeney over the first few pages of your opening statement on reactions to Bill 19, that the protracted length of the deliberations served to obstruct your progress in dealing with the educational issues; I found that very strange. You yourself, Madam Minister, weren't here except for a couple of occasions in September—

Hon. Miss Stephenson: And on many occasions in May and June.

Mr. Bounsall: Right. By and large, you had one staff person taking what were no doubt very good, detailed notes and one—at most two, but often only one—ministry official, who changed from topic to topic and from day to day as the committee was organized to hear briefs on one topic, or one area on a given day. I can't see where there was that much time involved, bearing in mind the number of staff of the ministry who were actually hearing those many excellent briefs presented to us on Bill 19.

Let me get into some of the other areas. One of the first areas mentioned in your lead-off statement was that conclusive evidence or research data was lacking in this country to completely support the contention that smaller class sizes enable a teacher to provide a better learning experience. That is quite correct as far as it goes.

[3:30]

The one good, definitive, conclusive piece of research, followed through the years with sufficient number of student-involved studies, was done in the United States. It wasn't done in this country; it was done in the United States. It's the study that planners and statisticians who have looked at what few there have been done, have said is the one that had the proper parameters and the proper follow-through on it. In that study they said it was quite crucial in the kindergarten to grade three area, to have smaller class sizes. In fact, they went on to say if the class size were below 20, in the kindergarten to grade three level, there was an increase in the amount of material learned by the students and a higher retention rate, and there was a much quicker learning process.

That was their feeling beforehand; they didn't look at many of the other grades beyond that. Having chosen that age group to look at, I think they had in mind it was through smaller classes where we could have our biggest impact.

In the minister's first public address she made a reference to the fact that as a means of university preparation we may well look for larger classes—perhaps at the upper end. I don't disagree with that. If there is a school that could take 50 or 75 pupils in any of its subjects, and it had a room to accommodate them at the grade 13 level, I personally would have no objection to that. Many students taking grade 13 are going on to a university education in which the smallest size you are likely to be in the following year is 100—and there may well be 500 in the class. This was the case with many of my lectures at university.

I would have no objection to the grade 13 students receiving their classroom material and instruction in classes of that size. It may create other problems in terms of marking and so on. There may have to be a couple of teachers involved, alternating the teaching of classes of that size, in order to keep up with the individual problems on a tutorial basis outside or the marking that may be involved in it. But I wouldn't be opposed to a class size as large at that level as a pre-university preparation. It would be rather an interesting experiment. Maybe the boards of some of our larger schools, if they have facilities of that size, should be encouraged to give it a try. They would have to bear in mind that most of those students would be proceeding to university or to college, but in both instances the class size could be larger than what they have ever had in high school.

From my own experience with my own children and the results of this study, I feel very strongly that if we can do anything to help our students when they enter school to learn more quickly, to pick out their learning difficulties earlier and to increase their level of reading as quickly as we can, we should be doing that at the kindergarten to grade three level. The ministry should be actively encouraging through funding so that we have classrooms of under 20 wherever possible in the kindergarten to grade three level.

Experiments of this type, application of funding which would allow this, may show over the years that it is only kindergarten to grade two where it's most elective; maybe we can take a year off that. But the studies we have show it is at the kindergarten to grade three level where it definitely does have a quality and quantity educational pickup.

We really shouldn't be shortchanging our children. If this is something the ministry can become convinced of, then the ministry should be actively engaged in encouraging it. I don't want to make a big part of it in my opening address now, but I have had all my children in Montessori schools from age two and half on, and I can see how readily and

how easily they took to that kind of education. It was a delight for them to go to school. It was somewhat of a shock when they went to kindergarten because of the decreased amount of material they were exposed to—not just the choice, but the decreased expectations the kindergarten teachers in our public system have for students. But it very clearly indicated to me just how early our children can make very good use of a learning process and highly enjoy it at the same time.

In this regard, we should be actively continuing to fund and promote all-day kindergartens and junior kindergartens. There should not be any compulsion to it. If the parents don't want to have their children in kindergarten all day during the normal kindergarten year, or in a pre-kindergarten class, we should not force them to attend. But they should have, right across this province, the opportunity to do so. We're wasting much of the very great initiative that children have at that age, the very great desire to learn at that age, by not providing an opportunity in our public system for them to get that exposure to education.

I'll come back to that later on, Madam Minister, in the estimates. I want to move to goals. You spent some considerable time in your opening statement on goals, and I'd like to make a few comments.

In the early 1970s, and prior to that, goals were perhaps not any more defined in our educational system than they were prior to the minister's statement yesterday, but one had a feeling of there being a goal there. There was almost a straight-line correlation between the amount of education and the job positions you were able to get. This feeling existed perhaps as much as the fact that education of almost any kind does not guarantee you a particular job now but it may be as big a contributing factor as any.

This feeling out there now of uncertainty and unease—wondering where the system is going; wondering what we are doing with our children; wondering where the educational system is leading us—may be closely correlated with the job situation which has persisted for a couple of years now. In virtually all the technical fields you cannot get positions in Ontario or Canada, and you must go south to be employed. You do have this feeling of unease.

The minister in her opening remarks has defined some goals for our system. I welcome that. I would say to the minister, and urge her very strongly, to put in these goals as a preamble to the Education Act. The minister last week introduced an act to amend the Education Act. That would have been an

[3:45]

ideal opportunity to have a preamble that outlines the goals of the Ministry of Education.

In the Bill 19 committee we introduced a preamble to that bill but it turned out to be not procedurally correct to add it at that point. We talked there about a person having the right to be educated to his or her maximum potential on the basis of equality of educational opportunity and the maintenance of educational facilities and services in a community having a high social priority. We talked about the government having a clear duty to provide equitable levels of provincial funding for education.

Certainly in your outlined goals of education you clearly have equal educational opportunity for all. You go on to talk about one of the other points covered—the education to his or her maximum potential-when you say: "In its contributions to programs, personnel, facilities and resources, a government has the overall purpose of helping individual learners achieve their potential in physical, intellectual, emotional, social, cultural and moral development." Those statements could serve as a preamble to the Education Act, without getting into the detailed way in which you would achieve those statements, which would go on for some pages. That would be very helpful for those people involved in education to measure their performance as the years go on. I would urge the minister to add those goals as a preamble to the Education Act in some form.

I want to comment on one thing which struck me as you went through the goals. It's a point that Mr. Sweeney mentioned, and it's no doubt correct in the educational system. That's the significance of the family and the role it plays in the whole educational system.

It is most certainly true, but I was struck by what appeared to be a little bit of a contradiction. I agree wholeheartedly with both what you said, Madam Minister, and what Mr. Sweeney has said about the significance of the role of the family and its contribution to the education of children in our province. But when you get into the more detailed information, starting on page 19 of your remarks, I got the feeling that one was talking of family in the sense we all know it, in the sense we all grew up with. This is not the family which exists in Ontario in great numbers now.

You had families that were very concerned. These were the nuclear families, by and large, in Ontario at the time all of us were growing up, but that is not the case in many situations now. We have to be very realistic

that, although the family unquestionably is a major component in the education of children, we don't always have that nuclear family. That was mentioned on page 13 of your remarks, in point five, when you were talking about how education must reflect society. In point five, you mentioned the emergence of alternative family structures to replace the concept of the nuclear family as reflecting what is happening in our society today.

The point I'm making is that we have some nuclear families but it is not the nuclear family in many cases. Single-parent families abound—both single-parent-father and single-parent-mother families. In many cases, those single parents are not working. In many cases there is not the family there used to be to aid our children's education—spending time with children. I feel that somehow our educational system has to fully realize the extent of not having that supportive family. But it's there and there is nothing we can do about it in the educational system per se.

You've got to deal with the problems that come with the single-parent families, in which the single parent is not able by himself or herself to watch the educational progress of his or her children the way the family structures of old were able to do. It's quite clearly an important component in the learning factor, but in our goals, and in our working through of those goals, we've got to recognize the problems which that brings into our system and that we had a source of help which no longer exists in the form it did. Our educational system has to make some further allowance in our school system for the fact we have many family situations on an ever-increasing basis in which the family situation itself is not as good as it used to be in being able to give a hand in educating the children.

Having recognized it in your document on page 13, I just had a feeling that when you did get into the goals, you were looking back to a system which really doesn't exist today, as much as we might like that system to exist today.

The minister dealt at some length in her remarks with the funding. I may say I shall, too, for a few moments. It's hard not to.

I believe our system is in real trouble because of the provincial government's decrease in funding of education in our system. Here again, I would hope the minister would simply recognize we are imposing strong financial difficulties—in fact, cutbacks—in our educational system. They've maybe

stopped talking about it quite as much-representatives of the ministry at community groups saying; "We have not decreased funding; this is the amount of more dollars we've put into the system," when in point of fact, because of inflation, those dollars represent fewer real dollars to spend throughout our educational system.

I'll just quote some figures. The minister no doubt is aware and has heard of these figures before, but the provincial level of support to school boards through general legislative grants from 1975 to 1979 has decreased from 61.4 per cent to 51 per cent. That means quite clearly the level of provincial support for education right across this province is dropping.

If one looked at that figure alone, one could suspect there were severe cutbacks and decreases in funding to our educational system that must be creating some problems. If you look at various other comparisons it

makes it even more obvious.

Grants to school boards in the province are increasing much more slowly than either provincial revenues or expenditures. I might say to the minister that the remarks I made in my initial few sentences about perhaps needing someone in the ministry a little less combative and a little less defensive do not apply when you're before Management Board of Cabinet. Go in there in reverse.

Hon. Miss Stephenson: Make up your mind. Mr. Bounsall: You can have a little bit of a split personality here. This much is allowed.

Hon. Miss Stephenson: I'm sorry; I'm not schizophrenic.

Mr. Bounsall: No, I wasn't implying you were. If you have any tendency, this is where you can show it; before the Management Board of Cabinet.

Mr. Cooke: We'll have Dr. Dukszta diagnose you.

Hon. Miss Stephenson: No, thanks.

Mr. Bounsall: Clearly the education expenditure to school boards is not matching either our provincial revenues or our provincial ex-

penditures. It's decreasing.

The increase in provincial revenues over the previous fiscal year in 1976-77 was 17.1 per cent, and in 1979-80 was 9.2 per cent. The increase in provincial expenditures over the previous fiscal year was 10.1 per cent in 1976-77 and eight per cent in 1979-80, but the increase in the general legislative grants over the previous fiscal year in those years was only 7.5 per cent in 1976-77 and was down to 4.3 per cent in 1979-80. In each of those years in between, there was an increase in expenditure in general legislative grants

which was less than that in both our provincial expenditures and our provincial revenues and which decreased quite steadily over those intervening years. If you want to look at it in another way, the percentage of provincial revenues or expenditures going to grants to school boards is certainly declining. The percentage of revenues going to school boards in 1973-74 was 17.4 per cent, while in this current year it is down to 14.2 per cent in a steady increase from 1973-74 to now.

In expenditures, as a percentage of provincial expenditures, 15.8 per cent was spent in 1973-74 on grant to school boards and 13.2 per cent in 1979-80. Apart from one blip in 1975-76, there was a steady decrease thereafter. Another way of looking at it is to put it in 1977 constant dollars and compare what happened in 1979. In the general per pupil legislative grants to school boards in Ontario. the figures increased from 1977 to 1979 from \$1,871 to \$2,054. There appears to have been an increase in actual dollars of \$183, but if you put those moneys into January 1, 1977, constant dollars, those dollars would have been \$1,871 in 1977, \$1,808 in 1978 and \$1.731 in 1979. In dollars that can be spent, when you take into account the inflation that has occurred in that two-year period, you have actually decreased the legislative grants to school boards by \$140. Because of the inflation, you have actually decreased them by \$140 rather than increased them by \$183.

We can do the same comparison for the per pupil grant. You understand, I believe, how I have done it. For the per pupil grant paid by the provincial government, if you adjust it for 1977 dollars, instead of an increase, which shows as \$271, you have actually got minus \$40. In per pupil grant, you have actually decreased it in 1977 dollars over that period from 1977 to 1979 by \$40. No one needs to wonder at all why the school boards are in a terrible financial bind.

Not only do most of them have declining enrolments which loses them money per pupil, but the actual per pupil grant, the general legislative grant, is falling much shy of the cost of living increases that have pertained. In per pupil and in general legislative grants, they are receiving less money than

what they had in 1977.

We can't allow this situation to continue at the provincial level, because it indicates our commitment at the provincial level to education is decreasing. It has to be showing up in the very near future, if not already, in the quality of education occurring out there, if the school boards do not make it up completely, and most school boards have not made it up completely. Most of them are

experiencing a situation where they must increase the mill rate. If they do, they get dumped on pretty heavily and, therefore, they are very reluctant even to try it. If the ministry had done this openly, and had suggested to the school boards, "We are no longer going to do this, and it's your responsibility to do it," and had it all out on the table that it's their problem, the school boards might have felt a little less defensive about doing so.

Certainly, most of them have thought they can't pass on these decreased savings, and they haven't done so. The effects of those provincial drops are being felt by every child in this province, in one way or another.

Perhaps I can give an example from my own area, the Windsor Board of Education. I hold no brief particularly for the Windsor board. They've done some unusual things over the years: two strikes in the secondary school system, almost a third. That means there hasn't been total unanimity, from my point of view, on how they should have done things down there in Windsor. I'll come back to that at another point.

For three straight years now, the city of Windsor has not raised its taxes. They have made a great point of not so doing. Of course, they cut back their public works program drastically each year, as again their municipal grants from the province have not kept up with inflation. What's suffered is their public works program. They made a great point of not increasing the mill rate at all. So, for the last two years there have been no rate increases. The board of education has tried to keep pace with its decreased grants from the government by increasing the mill rate.

Each time this situation has been reported in the press, the phone calls that board members received at the board of education offices have been very numerous and very condemnatory of the school board.

This past spring, with exactly the same situation prevailing, the board of education made the proper press release. They calculated—taking inflation into account—exactly how much they had been deprived by the ministry in real dollars to maintain their present services. That pretty well matched the amount they had to increase the mill rate. When they announced their mill rate increase, they came right out and said it: "We are increasing the mill rate; the total reason for the increase is the effective decrease in provincial funding."

In the first three days they had two phone calls, both damning the provincial govern-

ment at the school board level, I understand. Not all boards have reacted that way. There are boards that are fearful of making any rate increase and not explaining that they're having to do it because of decreased grants to them, and they don't do it. The kids in that system are suffering.

There's a great anomaly here. We have statements being made all year long by various ministries of the government about this being the International Year of the Child and how we should be doing something for our children in Ontario with some special effort. One would have thought some special programs might even have been instituted on behalf of children in our province. Yet what do we see in educational funding? A continued decrease

I cannot help but conclude that, even in this International Year of the Child, we will not make any effort to ensure that our children have the continued quality of education they've received in the past, and that this government is engaged in nothing short of child-bashing in this province in the International Year of the Child. If it's anything else but child-bashing, if you have a board that's recovered all of the funds that have been cut by this ministry, then you're certainly engaged in property-taxpayer-bashing in this province. It's one or the other, yet neither of the two should be happening.

The effect of the moneys being cut, and boards being unwilling or unable to make up the total difference of the provincial draws, has resulted in Ontario returning to a system under which I grew up. When I went through public school, the great innovation that occurred in our school, as an eightor nine-class school, was the introduction of a music teacher at about the grade three level. This music teacher came around to each class once a week. Our school didn't have a full-time music teacher; yet each class had the opportunity to be taught singing, but not a musical instrument.

There was no such thing as a phys-ed teacher. There were no psychologists around. There were no people engaged in testing. There were no special programs for the Italian children, who were coming into our system at that point after the Second World War. There was none of that around. The immigrants in my community were mainly Italians who arrived with children who came into the class knowing virtually no English. They just sat there. It took them two or three years to learn how to swim in terms of the English language and to cope with the system. It was the normal thing back then.

Look at how much progress we have made since then. We have English as a second language; we even have English as a second dialect, for those who speak English but with a much different accent.

All these schools we now take as a matter of course have the opportunity, of not only classes in which they first learn how to sing and then harmonize, but also they receive musical instrument training. Today, we take for granted the experts and teachers for children with special problems. Our system has progressed from when I was in it to what we see today.

There is doubt that they are steps forward in the education of our children in the province. It is something I didn't have; I thank God we have it now.

My son, who is almost nine and in grade three, was discovered to be a dyslexic. We found out this at the beginning of grade two. To date, my son has received one extra hour a day reading help in school for almost two solid years. This wouldn't have been available to a dyslexic in my days in public school. I look back on those days in public school and think of the kids who were dyslexic in our class; they never were able to read but they did beautiful chalk pictures on the boards for open house. All they needed then was what my son is receiving today; and he is able to receive this training to the point where he reads every night at home. He is reading fairly well at the grade three level. He had to repeat grade two, but he is reading very well at the grade three level in both languages, English and French.

How many of those children in my class, if they had received this help, could have been as good a reader as my son hopefully will be? He will probably never read for pleasure, but he is going to be able to read well. He will not be an illiterate, as turned out to be the case with some of the children in my class.

That is the system from which we have progressed. But look at what is happening today. North York is a very good example, in this year, of what happens when there are financial cutbacks by the ministry, coupled with declining enrolments. You have a return to the system by which schools have to choose between letting the phys-ed teacher go, letting the music teacher go, or letting the librarian go. A phys-ed teacher again is something I didn't have in my day, and I wish we had. Phys-ed in my day meant you went out and played in the playground. There was no organized instruction of what was healthy, what was good, which muscles needed to be exercised and so on. We had that added to our system.

What happens is, first, the phys-ed teacher will go. The following year the music teacher will go. The year after that will be the choice as to whether you have a librarian or a classroom teacher. If you retain the librarian, your classroom size will increase to above 30. That is the choice facing the schools. North York is a prime example; it is just occurring there a little earlier than most of our other boards, but they will all face it in the next year or two.

What we are returning to is a system that existed in my day. All the extra help, which developed over the years, and which has been so useful, is now disappearing.

We know there are boards that are cutting corners on English as a second language, and now on their special education. It is just a start. If the funding doesn't increase, we're going to step back—how many years is it?—25 years. We are going to roll back the progress we have made in our educational system to what it was 25 years ago, or more.

Hon. Miss Stephenson: Mr. Sweeney wants us to go back to where you were.

Mr. Bounsall: To what? I'm sorry, Madam Minister?

Hon. Miss Stephenson: His statement was, "Put the system back where it was."

Mr. Bounsall: Well, we have made progress in this side of it, in being able to accommodate special needs. Let us have a look at what the system was.

Hon. Miss Stephenson: And would essential education be here yet?

Mr. Bounsall: In 1974 and 1975, when North York was being touted as one of the best education boards in the province, the big thing that North York talked about was the multi-grade classroom and how much of an advantage this was in the learning process. This was all the rage up at North York. Now they are closing down their small schools and they are putting everybody into big schools, and that whole educational concept—that is what it was, solely and purely; they didn't have to be concerned about funds the way they are now up there—the concept has been dropped.

The minister, in her first press release after becoming minister talked about—

Hon. Miss Stephenson: I never made a press release except in response to the code.

Mr. Bounsall: That was your first public address, remarks from which were widely circulated.

Hon. Miss Stephenson: It was not the first.

Mr. Bounsall: I guess it was the first that was widely circulated, or the first that most

people took any notice of; let's put it that way. You talked about the return to the little red school house, which certainly is multigrade. I wouldn't want to be the teacher in a multi-grade situation. I think that it would have to be a very special kind of teacher who would be equipped to teach that wide range of ages, particularly in this day and age.

Again, harking back to my experience, I went to a small high school whose total size was 300 students at any given time throughout my entire stay there; apart from the students who came from my school, all came from one-room, little red school houses. I do not recall any of them being at all disadvantaged in their education by having gone through that experience.

One might say that the students who, on an IQ basis, were brighter than the others, were clearly well ahead of those who had emerged from grade eight in my school, because at grade six they probably had finished the grade eight work and were able to proceed to other more advanced learning experiences than that expected of the grade eight class in my school.

Therefore, I find your statement on page six of your opener not only in conflict with your comments about the little red school house, but also when put against what North York with its excellent reputation was promulgating in 1974-75. When you state that you cannot support the concept that a viable program can be provided in schools where enrolments have dropped to a level where only a very few teachers are called upon to serve in a variety of roles, I really can't find that acceptable.

I am not advocating a return to one-room classes. What I am saying is that when we are looking at closing down a school that may have only 50 or 60 pupils in it, to close it down because you may only have to even triple-grade, that is not a sufficient educational answer.

This is what North York thought it might achieve in its educational system in 1974-75. It is what it was advocating in educational terms. I cannot accept that you cannot support that concept as being a viable one.

Hon. Miss Stephenson: When I asked the question last January, I didn't hear any positive response from you, for example—nor did I get any positive response from anybody else—to the concept that it might be of educational value to some kids to be exposed to that kind of program.

Mr. Bounsall: Well, you are hearing it now. In defence of myself last January, I wasn't the Education critic.

Hon. Miss Stephenson: That makes a difference?

Mr. Bounsall: It is a very weak defence. It wasn't my main responsibility to comment. I am not advocating that, when we have only 15 students left in a school, we should keep that school open for 15 students spread through from grades one to six or one to eight. We don't want a teacher with 30 or more students from one to eight. But I don't think we should be reacting by saying, "My goodness, that might mean triple-grading in a classroom." That should not be something we cannot tolerate or cannot contemplate, when it comes to a choice of that or sending those students to a large school in which they have a complete loss of identity and in some cases need to be bused there. Triple-grading, in my opinion, would be much preferable, and you would keep those community schools open.

That brings me—and I will comment on it at this time—to your opening statemeent dealing with the criteria you suggested boards of education should engage in for school closings. I am delighted you have clearly indicated in your opening remarks that there is a provincial responsibility and involvement in this area.

You say: "However, since the policies of individual boards will be affected by provincial policies and since the phenomenon of declining enrolments is province wide and of an extent that requires a provincial response, the need for provincial guidelines relating to school closure, in addition to and complementary to those prepared and applied locally, is recognized."

I applaud you on that. Just what sort of provincial guidelines are we going to have? You go on and enumerate them. You say, first of all, "A board's closure policy must establish a definitive procedure" that will ensure that the citizens of the affected area are and do become involved. Then you say, "prior to any discussions dealing with the closure," even though it has already been identified.

One of the problems North York has shown us is that when you pick a school and put it on a list for possible closure, it is a self-prophesying situation. When it is then known in the community that this school might possibly close, you don't get parents with kids moving into the area. As houses come on the market for sale, where an older family moves into senior citizen accommodation of some kind, and when the community school in the area is identified as a possible closure, then you don't get a person with a family moving in.

When you identify it, you run the risk right away that the school population in the area will continue to decrease. The first reaction of everyone in the community is that that school is going to close. It isn't a case of "Gee, there is a community to which I can move where there is a school. It's a good community school. My kids can walk to it." It's a case of immediately running away. The buyers are facing a prospect of setting up a home for their family in an area where their kids are going to have to leave it to go to school or may even have to be bused to school.

I have nothing against busing per se except for the energy costs and the energy consumption it will generate for us in the future. The problem is, people do not move into the area as soon as it is even initially identified and the word gets out. The fact they are to be involved right at the very start is fine, but we have to ensure as well—which you don't do in your policy here—that they have some final definitive say; that even after all the rest has gone through, you come back to those community people and the final decision on whether to close rests with them.

## [4:15]

You go on to say, "The board's closure policy must include procedures for showing clearly how closure would affect the attendance areas defined." That is all right. "The board's closure policy must include a provision for an analysis and report on the financial effects for the board of closing or not closing the school."

Again, from the very careful notes in organization which the ministry took during the Bill 19 hearings—you can probably put a needle in and bring out the file cards that say exactly what groups said but, as I recall, we had two presentations; it may only have been one. There may only have been one presentation from a board which said it didn't save money to close. Perhaps it was North York itself that said it doesn't save money to close schools.

If it is not going to save money to close schools, what are we doing? Why are we taking people out of their communities, shutting down a community facility? Why are we even contemplating it? Why are we dropping provincial financing to kids and forcing them into large schools where they have a loss of identity? It doesn't make any sense whatsoever in educational terms.

We had some of the other groups indicating what other studies had shown and, again, we have an experience in the United

States where thorough research has indicated the problems of classroom destruction and what have you that occur in large schools as opposed to small schools. The problems that have occurred when you close small schools are enough to make us put a five-year moratorium on any closures while we do our own studies, if you like. I would advocate that.

In those seven elementary schools that North York is proposing to close, the saving per average tax-paying householder is less than \$1 a year. I obviously don't agree with the actions of the trustees in North York, but if those trustees went out to the populace of North York and said, "Look, we can keep these seven, small community schools open and serve these 400 pupils who are involved in them and it will cost you less than the price of a pack of cigarettes a year; what should we do?" I am sure they are going to be told by the population that it would be worth it to keep them open.

They should take the proper public relations offensive with their own electorate if that is what concerns them, as I am sure it does, basically. So, in North York, for these seven schools, a very careful calculation shows it costs less than \$1 per average tax-paying householder per year. It should be in here, but do not be at all surprised that in each and every case there will not be any financial saving or any meaningful financial saving. I would make that point very strongly; you must show a real financial saving as one of your criteria. In fact, you should go beyond that and say to the boards of education, "Go on out and ask the question of your ratepayers; put it to them what it is they would like to do." Do not just think that, because in some instances it might save \$6 per average tax-paying householder per year, the whole popula-tion is going to react negatively. Force the boards to go out and ask the question; require them to go out and ask the question, and see what their response is when the question is properly phrased to the population.

I believe most people in this population, irrespective of whether they are parents, want to see a very good education for children. If they don't, it should be pointed out to them that when we retire, we're going to be dependent upon the children in our schools now and over the next 10 years, to be productive in the work place in this province and in this country, to pay our pensions. We'd better damned well all be

very concerned, from a purely selfish point of view, that our kids in Ontario get the best education they can possibly get, because they're a contracting number. We're going to depend upon a smaller number of people in the work place than there are now to be productive enough in the work place to pay our pensions.

If it's presented in that way to the taxpayers of North York or anywhere else, you're going to get a positive response to the payment of a small increase, if necessary,

to keep schools open.

Going on to your next point: "The board's closure policy must include a minimum time period between the identification of a school as a candidate for consideration for closure and the matter being brought before the board for a decision." I'm not sure what minimum time period you put there. I'm not sure it's wise even to put a number like seven months or something in there. But it had better be a long minimum time period so a thorough investigation of community attitudes by the board and the opinions and concerns of the residents and parents in the area of the closure can be fully aired, fully discussed, fully determined, and taken into consideration.

The other point is one that is okay to have in: "The closure policy must provide a provision for identifying one or more alternative uses that could be considered for the school building and site and, in the absence of any such possible use, the most likely method for disposal."

That's a bit of a negative point. Certainly at some point they must include this, but that almost says, "As soon as the closure study starts to take place, we're to start looking at how we sell the building or what alternative use we can make of it when it's no longer a school." It's got to be a consideration which the board takes, but that should be in sort of a separate memorandum. If after having completely canvassed the community it is the community opinion that that school should close-I think that's true in Park Lane; the parents at Park Lane or Dublin, or one of the schools in North York, decided it's okay for it to be dosed-then the board must really search out the alternative uses for it.

Certainly there's no reason why a school with a small number of pupils, 30 to 60, cannot be kept open with other parts of the building used for alternative purposes. That's something the boards also must keep very clearly in mind: the alternative use of other parts of the building.

The thing that bothers me about the minister's statement, however, is that after having outlined that you're getting involved in school closings and indicating there must be certain criteria which the boards must fulfil in order to make sure that schools are kept open, you almost very eagerly jump right into the way in which the boards will be able to put their funds from the sale of surplus property to use.

You say it in an encouraging way for them to do this rather than in a discouraging way. You actually say, "In order to encourage school boards to dispose of surplus properties . . . ." You lay out criteria which hopefully will prevent closure; then you say, "In order to encourage boards to dispose of surplus properties"—and you lay out that criteria. That indicates to me, by the way it's phrased, that the ministry is really engaged in encouraging small community schools to close.

Get your public relations and communications people—they may all have been out in Mississauga while you were preparing this to make sure your statements in this regard are ones that will discourage boards from closing schools or disposing of surplus properties.

Hon. Miss Stephenson: That refers to surplus school sites which they have.

Mr. Bounsall: That's right. But how do they become surplus? It's because they've closed the schools.

Hon. Miss Stephenson: But they aren't needed to build schools on them. That's the point.

Mr. Bounsall: This would also refer to a site on which a school was closed.

Hon. Miss Stephenson: It could; but that specifically refers to school sites.

Mr. Bounsall: This is all in the context of the proposals you're making for the school boards to look at and what have you. Hopefully, at some point, you'll reach agreement on it. Now that you are involved, let me say two things.

There should be a moratorium right now on all school closings in this province until those criteria are worked out. At present, it has not been agreed on yet, but we've had North York go through quite a few. We're going to have more going through this process. This coming spring we will have more starting to contemplate it. There should be no closings until you have worked out this closing policy.

If you don't have this procedure in the closing policy, a final point that allows the

residents actually to decide whether to close, you must build into that an appeal process of some sort. It shouldn't be an appeal to the board, and maybe not even an appeal to the ministry, but to an appeal board. Unless the residents of the community serviced by that school can appeal the board's decision to close, unless they have the final yes or no in the actual closure, I think our educational system is going to suffer in this province.

I feel this very strongly. I can't see any advantage in any small community school being closed down, particularly when there's mini-

mal money saving.

This brings me to another point from your report. What criteria did your regional offices use when they made the best-estimate answer to the question about how many elementary and secondary schools would be closed by 1985? What criteria did they use in their best estimates when they arrived at 352 surplus elementary schools between now and 1985 or 37 surplus secondary schools by 1985? What criteria were they using to arrive at their best estimates?

Did you suggest the number—200, 120, 80, 60, what?—to them in arriving at their best estimate? Did each one of them do it individually using their own criteria? Are you not interested in asking them what criteria they used in their best estimate? What are they using? Did they make an inventory and say, "Okay, as a best guess, anything with a projected enrolment of under 90 pupils we'll put on our list, which now totals 352"? It would be interesting to ask that question.

I gather you don't know. There was no number suggested by the ministry to them? I ask for that question to be asked of them. What factors did they take into account in arriving at their best estimate, which involves 352 elementary schools between now and 1085?

There are a few other areas I'd like to touch on which are not tied directly to the remarks made in your opening address. One is the whole situation of special education. My party's predecessor in this portfolio presented a private member's bill which would have made special education mandatory in this province. Her predecessor some two or three years ago presented a very similar bill in this area. They did that with the idea that, if special education became mandatory, the funding would flow automatically and the boards would be able to provide the special education required by the children under their jurisdiction.

[4:30]

The cutbacks I've outlined previously, which we all know are occurring in our educa-

tional system, give us a little cause to pause. Just because it is a mandatory thing for boards and the ministry to provide special education for those who need it, it's not automatic that the funds will flow. There's no point in having mandatory special education unless boards are guaranteed the funding to

be able to give it.

It was assumed the ministry, in consultation with the school boards, would see that the funds were provided and that would take place. Now there are real doubts that would automatically follow. This is of real concern to everyone in the province contemplating whether or not this is made mandatory. The situation can't be left as it is—an additional amount of money being given in a particular year, that becomes part of the general grant, and then the boards not getting enough of an increase in the following year to nearly accommodate the cost-of-living and purchase expenses that boards have.

We must ensure that it's fully funded, or there's no point in having it. We feel very strongly, as you do in your outline of goals, that everyone must receive an education equal to his potential. That means the problem child, whether gifted or with a real problem, must receive the education he is capable of. In many cases that will fall under this category of special education. But it's

got to be funded.

When we presented our private members' bills we never dreamed that this would not be taken as a serious piece of funding for which no one would be disadvantaged and that they would receive it if that was mandatory. We would push for it to be mandatory and funded.

There's another concern among the experts in the field to whom I've been talking over the last five, six and seven months. That is, there should be proper funds set aside for the training of teachers who will be dealing with the pupils, many of them on a normal classroom basis. That, I think, is really the way to deal with it.

We're going to have children in our province who will need the special facilities that we have made a start on in Trillium School and various other locations in the province, such as the Sir James Whitney and W. Ross Macdonald schools. We're still going to need those. By and large, many of these students can be accommodated in the classroom provided the classes are small enough and provided the teachers are equipped to deal with them. We must ensure that also happens.

There's going to be a tendency, too, for boards—should this come in—to separate the children. I know the ministry has circulated guidelines and has got feedback on this and is contemplating in the near future doing something about it. We've got to watch that boards don't identify those needing special education and put them all in separate classes somewhere—stamping on their foreheads, "children in need of special ed," and the other adjectives that will describe these children. That would be a bureaucratic response, if you like, to special education. If they make that separation, it will clearly indicate that these are pupils for whom they get special funding.

You've got to have a mechanism by which they can identify them and keep them in as normal a circumstance as possible. The ministry has to make provision and watch for that—that you don't have to separate them out and identify them so very clearly there's no doubt about it at all in order for that

funding to flow.

A real role of leadership can and must be taken by the minister and the Ministry of Education to ensure that labelling does not occur in our schools. She must ensure the funding does flow for their problems to be coped with, as well as for the training of the teachers.

There's real concern already—and it doesn't fall under the direct heading of special education—that children are turning up in our classrooms, as we have closed many of our training schools and group homes across the province, who for at least a time have been separated elsewhere. That adds to the numbers in the classroom and of course adds to the classroom problems. Not all teachers are completely equipped to deal with the problem child, and there are no extra funds given to those boards to deal with that situation as it now turns up in our classrooms. That should be addressed right now.

That problem is being reported to me by teachers and by some school boards who really don't know what to do with the situation. I had one teacher tell me that into her classroom, over a four-month period, came six students who had been in either a treatment centre or a training school and now were part of her classroom number. I think two pupils had moved away and dropped out, which represented a class increase of four. But there were six what you'd call problem students who made the teaching situation and the learning situation incredibly more difficult.

The extra funding for special ed may be used when a large group of teachers are trained to cope with the special-ed problem. That may not mean special-ed teachers, but simply smaller classrooms and more teachers.

That may be where the money should be spent. That may be where the extra funding will be going rather than to a separate identifiable group of teachers teaching in a separate setting.

Also in a given school there are many, like my son, who need an extra hour a day of reading. Some schools have a location where they're taken for that extra hour. My son's extra hour happens to be given just down the hall from where his normal classroom is, but other boards have got separate places where they collect these children and special additional reading is given to them. When I talk about not separating students, I don't mean you don't have situations such as that.

It was hard to predict, as the Bill 19 committee sat, which briefs would be good and which briefs would be excellent. They all were good; some of them were excellent. Some of them moved the committee very greatly, and none more so—and Mr. Sweeney spent some time in his remarks on it—than the two presentations we received on adult illiteracy. I, for one, was not aware of the magnitude of the problem.

Everyone who made a presentation to us on Bill 19 was concerned about his or her presentations and talked very sincerely about the concerns they had, but the people involved with the adult illiteracy problem were so involved, so sincere, they couldn't get the words out fast enough. They couldn't give as many examples as they would have liked, in the time allotted, of the problems they've run into in trying to help that portion of our population, the effect it's had when they have helped, the magnitude of the problem in terms of what little is needed to do, and the way some of them were set up. They did a terrific job in this area.

Everyone on the committee was affected. They were really rather moving experiences. I wish you had been there for that. I don't know how else the flavour would get through to you apart from being there. It was an experience. I know you've read it; I know you have the notes summarized about it. I think Mr. Sweeney quoted some of the

figures.

As I listened to the initial remarks of one of the groups and I heard the numbers in Ontario, my mind flipped back to the era of my great aunts. They could all read—they weren't illiterate—but none of them went past grade four or grade five in public school. They were all in rural communities. There were other things to do, but they all knew how to read. They all read the newspaper every night. I thought: "Gee, a lot of them are from this era of time. They're of this

age in those numbers quoted. A lot of them are children who will never be able to read, irrespective of the training given."

We asked them those questions when they were through their presentation. They said they were not counting the mongoloid children and those who may never have the capacity. They said that in Ontario at the moment there are 30,000 people between the ages of 19 and 25 who are reading at a grade four level or below. We're not talking about someone who's 80 years old, who we could help to read-not that we shouldn't if he can take it-we're talking about a lot of people who are going to have a lot more years of life to live in this world and will not have the pleasure of reading and will not be able to surmount all the difficulties that arise because they can't read.

I had an experience in my constituency office about a year ago of someone I've dealt with for five or six years who bought a farm. I wondered why he kept bringing in the half-yearly farm report, which you send to the Ministry of Agriculture and Food and which is not too difficult to fill out. I showed him once; then he turned up six months later, and I showed him again. I said, "Jim, you can sort this out yourself next time.' Then he appeared a third time. He finally admitted, with great embarrassment, that he was coming because he couldn't read. This is quite an intelligent person; yet he can't read. We have to do something about people like this, Madam Minister, through your ministry.

The London Board of Education people from the city of London, mainly centred around the library, are dealing with adult illiteracy. They got moneys from the federal government a year ago last summer to produce adult readers at the grades one, two, three and four levels with stories that would interest adults rather than Peter, John and Mary stories. They produced 23 little booklets, five or six pages long, containing adult stories. They had run out of all copies. They brought a few to our committee and said we had to return them. For the sake of \$1,200, they could not produce any more.

The four or five they were able to give to the committee, and then take back again very carefully, were beautiful and excellent pieces of work. For the sake of \$1,200, they could not produce them. They had searched everywhere. There was no money in the Ministry of Education for it; they don't fit a slot in here. There's no money under the Ministry of Culture and Recreation where libraries fit. They had looked at every source.

There's a good sequel to this story. The city of London decided to give them \$1,200; so they were able to produce some more quantities of these little adult readers.

[4:45]

What are we doing when we haven't taken enough thought or interest to see that adult illiterates in our society are made literate? There was the experience in Saskatchewan which one of the presenters referred to, in which it was done in a very inexpensive way. They did not go about it in an expensive way, as indeed, it wouldn't be very expensive to fund this group in London. Twelve hundred dollars would have provided their needs, but there was nothing in this ministry to do it.

There are inexpensive ways to do it. I'm not as fully aware of the illiteracy situation in Saskatchewan as were a couple of the other people on that committee. It was sort of a dialogue for a while between two or three people on that particular scheme. Let's look at it. It's not going to be that expensive. We can't ignore it. It's criminal to ignore these people in our population. Let's find out how best to do it and get on with it.

We were presented with the fact that

We were presented with the fact that people who are illiterate—again, like the chap in my constituency office—are very unwilling to admit they can't read. Here's an adult. He looks like any other adult. He has a job, a family, a house and a car. He doesn't run around telling people he can't read. You know, you have a problem in him or her admitting it. They told us about the TV ads in England—it isn't a TV way of learning; it's ads encouraging those who can't read to do something about it, and they have places where they can go.

Again, you don't take them to a community college—although some community colleges are involved a bit—with that illiteracy level.

Hon. Miss Stephenson: Some school boards.

Mr. Bounsall: And some school boards. But it's not uniform. It's sort of hit and miss as far as we can find out. Not every community has them, by a long shot.

I was down in Kingston two or three weeks ago and found there's a happy situation there in a sense. A group centred on the library is engaged in adult illiteracy; theres' a group centred on the community college as well. They're a little bit competitive, but at least the adult illiterates in Kingston have two groups that are concerned about them.

There used to be one in Windsor. I say there used to be. Again, it was centred on a couple of personalities at the library. As far as I've been able to determine since we had that presentation, that has fallen apart. It was mainly spearheaded by one person, and she's got a little older over the years and

is not able to keep up with it.

As far as I can determine, there's nothing at that level being done in Windsor, which is not a small city. We must have some organized encouragement by the Ministry of Education into the field. Let's see some program in action within a couple of years and, if necessary, some money spent on TV advertising to encourage adults who can't read to come and make use of the facilities you set up.

When one speaks of education and your goals as being something which continues all through your life, we have a segment of our population—the adult illiterates—who have no opportunity, because they can't read, to take part in that education system you're encouraging should take place all through their lives. Maybe not all of them can be taught to read, but we have to ensure they have that opportunity and are encouraged in a setting in which they feel comfortable.

There are just two or three other areas I want to touch on in my opening remarks. One is a reversion back to the cutback program in which the ministry is engaged—the lack of funding to the cost of living that must be maintained in our province. That's what's happening to our per pupil expenditure. I gave the decreases that occurred over the years in 1977 dollars. We're clearly paying out less in 1977 dollars than what we paid in 1977 in per pupil grant expenditures.

When one rates Ontario among the provinces of Canada, our per pupil expenditure now is tied for eighth place out of 10. I bring that statistic up to indicate where we are in another area; that is, in expenditures on textbooks in Ontario. If one counts the Northwest Territories as an eleventh province, because it's somewhat higher up the list, Ontario stands tenth in per pupil textbook expenditures among the provinces and that territory of Canada.

What is happening is that your curriculum branch is developing new materials in a nice, orderly fashion and materials are being produced. At one point in your opening remarks, you mentioned that you have progressed to the point where, for each new publication produced, one free copy is sent to each school across the province. You're funding that but, because of your financial restraints, textbooks are not being purchased in our schools in Ontario. There are no replacement textbooks.

I talked to one of the authors involved in the study and production of the teaching prejudice at OISE back in the early 1970s. I said to him, "How are we coming in Ontario in response to your teaching prejudice? Are our textbooks reflecting your findings now?" He was very happy with what had happened to our curricula and in our textbooks to scrub out all those items that were found to be prejudicial back in the early 1970s. But, he said, "By and large, those textbooks are not in the classrooms of Ontario." That's what's discouraging.

We've done it. The curricula have been revised. The textbooks have been revised. But they're using old textbooks across Ontario because boards are not purchasing new text-

oooks

I was quite impressed with the new readers that came out for the grade four level. I saw a set of four or five of them last spring. In great enthusiasm, when I bumped into an elementary school principal I know of a fairly large school—this was over the sumer—I said, "Have you seen this new material at the grade four level that has been produced, and are you thinking of getting it in your classroom?" He snorted.

There are 24 classrooms in his school, and he can replace the textbooks in one classroom per year. He said, "It depends where on the 24-year cycle my grade fours are as to when I'll get that material into the classrooms in grade four." That's a disgraceful situation. You may well want to return to the situation you had prior to three years ago or more when in the grants that went out to the board you earmarked a number or amount—it may have been a fixed percentage—that must be spent on textbooks, because that at least got that amount of money spent on textbooks.

Having dropped the requirement that X dollars be spent on textbooks each year by the boards and with your cutbacks, what's happening is textbooks aren't being bought in Ontario. These nice, much better and less prejudicial materials available to our classrooms are not getting into our classrooms. There are situations of textbooks being replaced once every 24 years by that board, according to the present rules under which that principal is operating.

Hon. Miss Stephenson: How many grade fours does he have? There are 24 grades in the elementary system?

Mr. Bounsall: He has 24 classrooms.

Hon. Miss Stephenson: You said what happened depended on where his grade fours were. Mr. Bounsall: That is roughly about three classrooms per grade. It's a large school.

Hon. Miss Stephenson: So he is probably talking about an eight-year cycle rather than a-

Mr. Bounsall: No. He can replace the texts in one classroom per year, not one grade. I'll just quote: "I'm on a one-every-24-year cycle at the moment."

Madam Minister, I'm not a person who thinks deviously about why people do things and what have you, but one can almost feel this one was a bit deliberate: "Look, if we take out that fixed requirement of textbook expenditures, because we know we are going to have to be involved in not funding them properly, and give full autonomy to the board to spend that total budget, then it won't lok like much of a drop, because maybe this year they con do without buying textbooks."

I wonder—I am not accusing anybody: I have no basis for it—if that sort of thought had not gone through the minds of some of the people in the ministry when they took away that grant; by giving the local boards more autonomy over how they spend their money, they knew the lack of funding would then close.

Was that in 1969, more than two or three years ago? Well, you're seeing the effect now. Once you get the cutbacks, what's suffering—quite apart from the kid's education—is text-book replacement in the schools. It is serious. It was in 1969. Where one sits relative to the other provinces per pupil textbook expenditures tells that story too.

In your closing remarks about affirmative action programs and so on, there must be some material that will be or is being prepared that may speak in a meaningful way to the lack of fairness with which we should treat both girls and boys in our system. If you do it, you are not going to get it into the system unless you give it away; the boards are not going to be able to afford to buy it, because they haven't bought the other stuff, all of which they would like to. So it is a serious problem.

Hon. Miss Stephenson: Can I suggest something to you?

Mr. Bounsall: Yes.

Hon. Miss Stephenson: Remember we were talking about \$1 per household in North York?

Mr. Bounsall: Yes.

Hon. Miss Stephenson: In North York, \$1 per household is \$250,000. There is a possibility you might be able to buy a fair amount of textbooks with \$250,000.

Mr. Bounsall: Maybe you should be suggesting to the boards that they go out and ask that question of their taxpayers: "Look, we can buy this sort of updated material, which is less prejudicial than what we are using now, less stereotypical of Indians, women and what have you. We are going to have to increase your taxes by \$1 per average tax-paying householder in the absence of the ministry doing some funding in this area." How about asking that?

Hon. Miss Stephenson: I think maybe there is a trade-off.

Mr. Bounsall: How about asking them? You should be encouraging them to do these surveys. Have them take that responsibility and not just cut in relation to the cuts imposed on them.

Maybe you should be encouraging the boards to go out and ask these questions. I am doing it. I'm saying to the boards, "Look, go to your population and say: 'We'd like to replace the readers at the grade four level right across our schools. This is what it is going to cost. This is the nice stuff we are able to buy—updated, modern stories that deal with the present-day environment in which our kids live. But it is going to cost you X dollars or cents per average tax-paying householder. Do you mind?' That's what part of our increase is."

We have to encourage people to ask the right questions, and not worry, as so many boards do in the absence of proper provincial funding, about increasing local levies, which is the worst way to increasing taxes, of course. But, if asked properly, you will get the proper response from the population. [5:00]

Just two other comments: One is on Bill 100, Madam Minister. You did say, I believe, at one point, that the internal review having been concluded or about to be concluded—I am not sure exactly when you made the statement—that it indicated no major changes needed to be made to Bill 100. I thought you had said no major changes—is that before this committee?

Hon. Miss Stephenson: No.

Mr. Bounsall: Where did you make that statement?

Hon. Miss Stephenson: I think in the House.

Mr. Bounsall: In the House?

Hon. Miss Stephenson: I said the internal review had indicated there were a fair number of technical changes that had to be made and raised some questions about other areas which they did not address. Mr. Bounsall: Did you not say no major changes? You just raised questions about other areas?

Hon. Miss Stephenson: Yes.

Mr. Bounsall: Okay. Let me say that I agree with what the minister has been saying when she has been questioned on Bill 100, that the bill has worked well. The minister has indicated there have been fewer "strikes" since Bill 100 came into existence than there were prior to Bill 100 coming into existence. That is very true. The figures speak for themselves on that. Speak to Owen Shime of the Education Relations Commission, and he waxes eloquent about the role which he and the Education Relations Commission have played around this province and about being very warmly in support of Bill 100 not withdrawing the right to strike from this group of people.

The last time I talked to Owen-this was

The last time I talked to Owen—this was two or three weeks ago—he said, "You know, when you take away the right to strike from a group of people, all you do is move the argument into the courts." Well they are there because they've taken some illegal ac-

tion at some point.

Hon. Miss Stephenson: That's pre-Bill 100 you are talking about?

Mr. Bounsall: Right. If you return to something like that, all you've got are arguments in court over whether people will be charged or not, or whether to continue with charges a la the pre-Bill 100 situation if you do anything about removal of the right to strike, as the Liberals would wish us to do

in this province.

I always remember the portion in former Chief Justice McRuer's compendium on civil rights where he speaks about the right to strike. McRuer said the right to strike is a basic civil right of everyone, and if there is any group of people for which it is determined that right should be taken away then there has to be massive compensating factors built into the legislation that takes away that right.

What he meant was they should have the best benefits package in the province; that written right into it, it should say they will have the best pension plan, the best drug plan, the best dental plan et cetera to compensate for the fact that that right to strike is taken away. He made the point that it is a basic civil right, and the only condition in which you take it away is by including massive compensating factors in the legislation.

Why should we take the right to strike away from teachers? There have been prob-

lems with teacher-board relations, as one would expect. They were already there. That is why Bill 100 was brought in. In every respect it has worked. The Windsor teachers and board, after having a strike prior to Bill 100, one since Bill 100, and a near miss on another occasion, now have a working relationship. In that situation—it doesn't guarantee we are not going to have one at some time in the future again with our secondary school teachers—the bill and the mechanisms in the Education Relations Commission have worked rather well.

I can see it in my own community. Having gone through the phone calls that come in when secondary school teachers are out, particularly with high schools on the semester system, and talking to the people involvedthe teachers, the board people and the negotiators-I am very impressed with what has happened in the last year or two. After the last strike, we requested of the then minister, Tom Wells, that the Education Relations Commission keep in close touch with the Windsor situation to try to change the atmosphere so that one wouldn't have the continued threat of a strike and the actuality of one occurring each time contract negotiations came up. It worked, Bill 100 works.

I haven't done a thorough analysis of Bill 100. I didn't sit through those three or four months of committee hearings on Bill 100 at the time it came in; so I don't know the bill in detail.

The only thing I would change in Bill 100—the only thing I can think of now; close analysis would perhaps indicate some more—is the anomalous position that principals are in. They should either be fully covered or not covered. With many principals regarded simply as being principal/teachers by the other teachers in the school, they should be covered fully under Bill 100 and given the right to strike as well. They should be one way or the other—not part of the unit but not have the right to take particular action the way all their colleagues can in the present situation.

Mr. Chairman, I see it's after five. I just have one other area to discuss. Maybe I could conclude briefly on that the next day.

Mr. Chairman: Yes. We had agreed to close off at five. If that would be satisfactory, Dr. Bounsall, we could proceed on that basis. The committee will adjourn to reconvene Monday next.

The committee adjourned at 5:06 p.m.

# **CONTENTS**

						We	14, 1979		
Opening	statements,	continued:	Miss	Stephenson,	Mr.	Sweeney,	Mr.	Bounsall	S-1237
Adjournn	nent								S-1273

# SPEAKERS IN THIS ISSUE

Bounsall, E. J. (Windsor-Sandwich NDP)
Cooke, D. (Windsor-Riverside NDP)
Gaunt, M.; Chairman (Huron-Bruce L)
Grande, A. (Oakwood NDP)
Rowe, R. D.; Acting Chairman (Northumberland PC)
Stephenson, Hon. B.; Minister of Education (York Mills PC)
Sweeney, J. (Kitchener-Wilmot L)

No. S-44

# Legislature of Ontario Debates

Official Report (Hansard)

# **Social Development Committee**

Estimates, Ministry of Education



Third Session, 31st Parliament Monday, November 19, 1979

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

# **CONTENTS**

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario. Editor of Debates: Peter Brannan.



# LEGISLATURE OF ONTARIO

Monday, November 19, 1979

The committee met at 3:30 p.m. in committee room 1.

# ESTIMATES, MINISTRY OF EDUCATION (continued)

Mr. Chairman: I call the committee to order. When we adjourned last Wednesday, Mr. Bounsall had not quite completed his opening remarks. Would you like to complete them?

Mr. Bounsall: Mr. Chairman, the disadvantage of having so long a break in between is that I can get much better prepared and go on almost as long as I went last time.

One area I wish to comment on is one section of the financing. The ministry must build into the granting formulas a factor that takes into account the declining enrolment. The ministry simply cannot continue to save money in total on this as it is doing now. There is no general factor that takes this into account. Certainly there are fixed costs and semi-fixed costs which bear no relationship to the number of students. That has to be taken into account with a formula that applies to all.

It has come to my notice that on November 1 the business management committee of the Hamilton Board of Education proposed a motion which, I understand, was passed on November 8 by the full Hamilton board. I'll quote it: "That the ministry be urged to consider establishing some variation in grant structure whereby an enrolment change factor"—that means an enrolment drop—"would compensate for ordinary expenditures which do not change immediately in the same proportion to change in enrolment."

They are saying what I have just said. There must be something in the granting formulas that takes that factor into account. Some fixed costs—and there are some semi-fixed costs—do not decline immediately with declining enrolment. The funding formulas must take them into account as additional funding for the future in order that school boards can continue to operate in some reasonable fashion without relying so heavily on the tax base as they must do. This is one of the prime concerns of boards right across this province.

Although Hamilton passed this one, I would expect very similar resolutions to be coming fourth in rather large numbers from the rest of the boards of education across Ontario. It is a serious matter that should be looked into. You have experts in devising formulas which can be applied—some would say in devising formulas which most people, in the final analysis, cannot understand, they are quite capable of identifying what are fixed costs and what are termed now in the educational field semi-fixed costs which don't change directly when the student enrolment drops. They can devise a formula to take that into account.

There is another matter that concerns me. Each year when the ministry makes the announcement, anywhere from late November to February, of the ceiling amounts per pupil, we have some questions in the Legislature on it and urgings to the minister to make some changes. At this point I'd like to put in our comments about what those amounts should be in this coming year.

We have felt rather strongly for the last four or five years and have enunciated it here in estimates that the funding for elementary students should be increasing at a rate faster than those for secondary students. This is so we would be able to achieve smaller class sizes in the critical area of kindergarten to grade three. Although the percentage increase on the elementary was higher than the percentage increase on the secondary last year, we are talking about a smaller number to start with. In fact, the dollar gap per student between the elementary and secondary level widened last year.

The proposal we would make this year for those ceiling figures would be 12 per cent. This is bearing in mind that at least in this year we are going to have a 12 per cent inflation rate. It would not make up the total decrease in ministry expenditures on education that has clearly occurred over the period since 1975. It is too much to expect that would be made up in any one year. This year the expected cost of living increase is roughly 12 per cent. It may be even higher than that in the year in which those grants apply; but if you take a 12 per cent figure for the base, recognizing that about 60 per

cent of the pupils in Ontario are at the elementary level, that is a 12 per cent increase overall.

It is our strong feeling that the gap between the elementary and the secondary should be narrowed. If one increases the elementary grant by 15 per cent and the secondary grant to nine per cent it would make an average of about 12 per cent over all. The numbers we should be expecting in those ceiling grants would be an increase for the elementary panel of \$212 this coming year and in the secondary of \$180. That is based on about a nine per cent and a 15 per cent increase. We would look forward to those figures then being added to the current ones, the \$210 on top of the \$1,404. This would make it \$1.614 for the elementary panel, and adding the \$180 to the \$1,983 would give \$2,163. Anything shy of that means a continued severe cutback in educational funding in this province. Also it would not be properly distributed.

I am looking at the formula financing way of calculating it. A move in itself is not profitable unless one puts a freeze on the equalized mill rate. In other words, if one accompanies that increase by also changing the equalized mill rate so that one doesn't get any meaningful increase in provincial contribution, then increasing those figures to that amount will not have the desired effect.

Eighty per cent of the boards in Ontario are spending above the ceiling, and this is totally taken out of their taxpayer base. Some of the remaining 20 per cent not spending to the ceiling are having difficulties getting there, even if they wish to, because of their local taxpayer base. I am suggesting you keep the equalized mill rate for the coming year at the same level it is now, except for those boards that are spending below the ceiling and having great difficulty from their local tax base getting up to that ceiling.

If you keep them the same as this year, except for a special factor to help those boards that cannot even spend up to the ceiling because of the burden that would put on the local taxpayer, but increase these amounts by the amounts suggested—maybe equalize them for the year starting in September 1980—we would at least allow boards to maintain the position of this year, rather than slipping further back or having to go to their municipal tax base to an even greater extent. I understand those boards not spending up to the ceilings in most of those cases have real difficulty in doing so because of their small tax base.

The same sort of increases should apply to any weighting factors that involve special

education of English as a second language, so that those increases are taken care of throughout the entire system. Anything shy of those or anything shy of an increase—not just in percentage terms but in dollar terms—that doesn't narrow that back to allow the elementary panel to have more funds with which to reduce class sizes is not meeting the challenges and the severe financial situation being faced by our boards of education right across this province.

I could go on at more length about the financing formulas. I had someone who understands it sit down and make some notes for me. It turned out to be a major 60-page paper he presented to me, but the formulas themselves are rather simple. There are not many logarithmic terms—just simple arithmetic. But with all the different factors that get built into them, it is hard to keep them all under

consideration at the same time.

I have grossly oversimplified the remarks I am making on them in terms of what should be done in this current year. It is done with an understanding, as far as I can determine, of what happens when you increase those ceiling amounts and what can happen if you play around with the equalized mill rate factors. In addition to that, you can virtually cancel out the effect of those. We must have some way for school boards to get increased funds from the provincial government without having to go to their local tax bases, in the way they have had to do over the last couple of years, if they are acting responsibly.

We also have some boards in the province that simply cannot go to their municipal tax base at all. They are among those who are not spending up to the ceilings and are finding great difficulty in so doing under the present formulas and their minuscule tax

base.

I believe I spoke at some length in the estimates last week on special education and the need for legislation to come forward with a commitment that the funding accompany it I won't mention that any further, other than to say we are looking forward to the commitment, that should be made in legislation, that there will not be a decrease in the funds spent on special education. There should indeed be a fairly substantial increase if it is to be a system which is to be generally met by the boards of education in a mandatory way in as unseparated and "unlabelled-child" a system as possible.

[3:45]

Finally, one point I feel rather strongly about and did not cover at all in my remarks last Wednesday is the Penetanguishene situation. The tendency here is to outline the

whole historical situation in that regard, and I will keep as close to that situation as I can because I feel rather strongly about the situation

Bearing that in mind, I will try to limit my remarks rather severely in the matter and simply say that we are very disappointed that the ministry and the cabinet of this government took the decision it took with respect to Penetanguishene. The requests were very reasonable.

It doesn't involve a great expenditure of money to do what they have suggested to have that separate facility, particularly bearing in the mind the number of portable classrooms which are in use at the present high school in Penetanguishene; that any decrease in attendance and decline in enrolment will still keep the present building in a state of good usage; and that the minister's solution does not at all meet the needs and the problems of francophones in Ontario.

A further addition of French-language subjects and programs in a school where there isn't severe separation between the parts simply speeds up the process of Anglicization of the francophones who attend that institution. It first came to my attention in the Essex county high school situation—the L'Essor situation, the high school that's built there when I started talking extensively to the francophone population of Windsor and Essex county.

It took me some three or four months to really appreciate their points about assimilation and what assimilation does to them. It's very difficult for them, surrounded and immersed as the whole area is—and most areas are in Ontario—with English in virtually all the media to fully appreciate the fact they need separation.

They don't just need more classroom courses. That's better than not having the classroom courses, but it just doesn't meet the need.

Out on the playground areas, the bus unloading areas and the general shared areas of any school which has added more French courses but still has shared areas, the language is inevitably going to be English. The sporting activities are going to take place in English although they have French in their courses, that's going to be all they're going to get.

Unless there is that separation, that produces persons who have not been able to maintain their culture or their language in a way they have a right to expect to be able to retain it in Ontario. It just isn't going to work properly.

This isn't a paranoid fear on the part of the persons involved. They have seen it.

In our county the graduates from Belle River bilingual mixed high school, having taken the French programs which were offered, are coming out barely bilingual as far as having a facility in French goes. They had to really work at it to get it.

Even in the high school, where they were careful to make all of the announcements over the PA system in both English and French, although it was better than what was happening in Belle River High School, they still have the problem of the athletic milieu and the language being English when it should have been French. That entire possibility is lost whenever there is a mixed high school situation.

I would hope the whole point of the policy statement is the elimination of the mixed programs. Unless you pretty well separate them and can ensure that in all situations there will be, in essence, no mixing, you are cutting into the Frenchlanguage facility and ability of the students attending these programs.

There is no way around it. It took me three or four months finally to grasp the fact that this is what happens. When you grasp it and understand it finally, it then makes sense. I would hope the minister and her cabinet colleagues would somehow reach that appreciation. You haven't done it with respect to Penetang.

Let me go on to another aspect of the Penetang situation. They took some unprecedented steps at Penetang in setting up l'école secondaire de la Huronie. They feel they are in a bit of an unusual situation there and the persons involved seem to view it as an emergency situation. You ask them in calm terms: "How much of an emergency is it? Are you going to fold within a month or two?" However, that's not the way they view the emergency. They can continue for some time—for some months. Perhaps they can look ahead and say: "We can keep going for two years."

They still view their situation there as an emergency one. They find it rather unusual when they have two other proposals to make to resolve the situation—and they should be the ones who are making them—but can't get those proposals to the minister as quickly as they have always felt they should have been able to.

They are experiencing a severe sense of frustration and a bit of a sense of discouragement, not in continuing their program there, but when they have what they think is the best resolution of the situation, although they have two alternatives to propose, in seeing that these proposals get to the minister. I understand the minister does have demands upon her time. These three days of estimates each week are certainly an example of those demands and I can envisage she has a problem stretching her time the rest of the week with all the duties of both ministries.

I would simply say to the minister I hope sometime at the end of this week or at the end of next week on those days she is not involved in the estimates she can meet with the francophones in Penetang involved in that alternate school, and hear their suggestions on solving the situation happily for Penetang students in the Simcoe Board of Education.

I want to make one final point on this. The situation in Penetang differed markedly from the situation in Essex county. In Essex county there was a vast majority of the Essex County Board of Education, for whatever reason, actively fighting the establishment of that French school with no possibility of compromise. All attempts at compromise or at arriving at another solution failed because of the attitude of the majority of members. The Minister of Education and his staff worked very diligently to try to find a solution to that, but could not because of the attitude. Finally, we had to bring in the legislation that came before us in the late spring of 1977.

That was not the situation in Penetang. The Simcoe County Board of Education was saying to the ministry: "Just take us off the hook. We don't want to make the decision to build the French high school and be caught voting for political reasons back in our wards." They were saying very clearly: "You make the decision, and we will go along with anything you decide", that was light years away from what was happening in Essex county.

It would have been very easy for the Ministry of Education to work with the Simcoe County Board of Education in constructing that high school. They would have needed no special legislation, just a letter from the ministry saying: "Thank you for your offer to co-operate with the ministry. Hire your architects and start building a school on that site." That didn't happen. That is where the minister missed an opportunity to demonstrate to this province that we are committed to the proper kind of French education for our francophone students in a manner which was not possible with the Essex County Board of Education.

You missed the boat at that time. You should have taken them up on the offer con-

tained in the latter part of a very carefully worded resolution, in which they decided they wouldn't build, but made the clear offer to co-operate to virtually any extent, with what the ministry decided it would do. You could have gone ahead and done it. The cost wasn't all that high, and it would have relieved the over-crowded portable classroom situation at the current high school in the area.

It's really a sad situation that this minister and this government found themselves in by not taking up the Simcoe County Board of Education's offer. The offer was in many respects a very positive one and—certainly compared to Essex—in the sense that it did not further irritate or escalate feelings between the francophones and the anglophones in the community.

You've missed the boat, unless you work very hard at retrieving the situation. It's to be very much regretted.

[4:00]

Hon. Miss Stephenson: If I were to respond to the many points made during the opening statements of the critics, we would probably spend the rest of this week doing it. I think I'll limit myself rather severely, following Mr. Bounsall's excellent example, to two or three items.

The first is related to Mr. Sweeney's concern about special education, specifically about the Trillium School and the Jules Léger Centre. Trillium is operating. At the present time it would seem to be operating in a most appropriate way, according to the teachers who are there being trained, educated and assisted in dealing more effectively with special ed children within their own classrooms and on behalf of the students who are there at this time.

The Jules Léger Centre has been opened. It's just started to operate. There are a principal, three teachers and two students enrolled at the present time. We're aware that the French-language schools within the province are now carefully examining the students within their jurisdictions to make the appropriate referrals to the centre. That centre will be officially opened some time in the not-too-distant future. The whole area of special education is one which has been of grave concern, as I'm sure all the members of the committee are aware. In the action we've taken, I think you must understand we have anticipated there would be concerns expressed by large numbers of people related to special education. That was the basis of our submitting last February proposed legislation to a very broad spectrum of groups with concerns-all of the school boards, the teachers' federations, the Ontario School Trustees' Council and the administrative officers, as well as the special associations related to children with special educational problems.

In an unprecedented action, as Mr. Sweeney mentioned, the troika has come together-the Ontario School Trustee's Council (OSTC), the Ontario Teachers' Federation and the Ontario Association of Education Administrative Officials. I think we have had now three meetings with that groupthere is yet another one scheduled-to look at the joint concerns they have expressed related to the proposed legislation. We have committed ourselves to that consultation because we feel it's the appropriate thing to do in order to develop the right kind of mechanisms for addressing the important problems of special education. Therefore, you will be hearing a good deal more about it in the not-too-distant future, probably some time following that next meeting.

Mr. Bounsall has raised some interesting points related to the funding mechanism, about which he has expressed very real concern along with many of those who have made presentations before the committee on Bill 19. I would remind the members of the committee that the provincial contribution to education in 1943, during the era of the last Liberal government in this province, totalled 15.69 per cent of the cost of education in Ontario. By 1944, that had risen, with the advent of the first Progressive Conservative government in the province, to 42.46 per cent.

Mr. Nixon: Are you trying to provoke me?

Hon. Miss Stephenson: I didn't realize you were going to be here; otherwise I might have said it another way.

At any rate, there have been—with certain aberrations, as you recognize, in 1975—on the whole very gradual increases. At the present time, although the figures, which seem to be reasonably accurate for 1979, indicate the provincial contribution is almost 52 per cent.—51.95 per cent—if one were to include the tax credit which is provided by the province to senior citizens, which is at the rate of about \$250 million a year, the actual provincial contribution to education would reach approximately 57 per cent in 1979. We tend to ignore that special provincial contribution to education which relieves many of the senior citizens of the burden of paying their educational taxes within communities.

I think that's a figure which probably should be examined with some care. If the

superannuation is added, it reaches 61.1 per cent of the total cost.

Mr. Bounsall: I'm sorry, I missed the point on the superannuation.

Hon. Miss Stephenson: If it is included in the total allocation in support of provincial contributions to elementary and secondary education, the total percentage is 61.1 per cent.

Mr. Bounsall: But you'd need to add those in all the other years as well.

Mr. Sweeney: The whole purpose is to make a comparison.

Hon. Miss Stephenson: The tax credit system was introduced for a very specific purpose, to relieve the senior citizens of the burden of the educational tax. It has been doing that to the tune of several hundred million dollars since its inception. That is a contribution which the province does make to education, and one we probably should consider when we're looking at this total figure.

Mr. Sweeney: Excuse me. Before you go on, I think it's important to recognize the issue both Mr. Bounsall and I were trying to raise.

Hon. Miss Stephenson: It's the provincial portion.

Mr. Sweeney: It's what has happened to that provincial portion and what the impact is in the local community. Including the figures you have just given us now, that was true back in 1975 as well. Therefore, you should look at what's happened since 1975. You can't pull those figures in and out,

Hon. Miss Stephenson: I think you'll have to admit 1975 was a rather unusual year for a very specific reason.

Mr. Sweeney: No, the 60 per cent provincial contribution has been valid then right back to 1970 or maybe 1969.

Hon. Miss Stephenson: No.

Mr. Sweeney: Oh yes.

Hon. Miss Stephenson: The statistics are there.

Mr. Sweeney: No, those are your figures. Check your own statistics. The provincial government's contribution from 1970 right through was roughly about 60 per cent. It bounced up and down around there to 60, 61 and 62. That didn't change. You really made the switch in 1975.

What the province had done until roughly 1969 or 1970 was gradually build up to that 60 per cent contribution level and then it held it. That 60 per cent remained relatively constant until 1975. Then it started diving

down to 51 or 52 per cent this year. That's the point we were trying to make.

You talk about the tax credit and superannuation and those other things.

Hon. Miss Stephenson: The superannuation would have to be included, but the tax credit system did not come in until the mid-1970s, as a matter of fact. It provided an additional amount of provincial funding for educational purposes by relieving senior citizens of their educational tax. That is a contribution which the province makes but which is not included in the general legislative grant.

Mr. Sweeney: They were in there prior to 1975.

Hon. Miss Stephenson: I'm not sure that they were. I'm going to need glasses to read this.

Mr. Bounsall: Does anybody remember when that system came in?

Mr. Sweeney: Before 1975.

Hon. Miss Stephenson: The high year was 1975. In 1972, it was 59 per cent and in 1971, 56 per cent. In 1970, it would appear it was 51 per cent.

Mr. Nixon: No, it couldn't be.

Mr. Bounsall: You still paid superannuation in all those years.

Hon. Miss Stephenson: These are expenditures and general legislative grants to all boards. I think I'm reading it properly, but I need glasses to do it.

We're going to look at this in terms of constant dollars, particularly in light of the recommendation made by Mr. Bounsall about support of elementary education. If you look at the figures for support of elementary education since 1970 in constant dollars—1970 dollars—you'll see there has been a 38.3 per cent increase in support to the elementary system. During the same period of time, there has only been a 7.7 per cent increase to secondary panels. I think that's an important figure to remember.

Our concern has been over trying to reduce the disparity between those two levels. There are very significant problems related to that because the teachers in the secondary system receive a stipend which is almost 25 per cent—I think it's 23.5 per cent—higher on average than the teachers in the elementary system. Obviously, that poses a major problem in attempting to reduce that difference.

Mr. Bounsall: The percentage I propose is still higher than the increase the secondary panels received last year.

A point I also meant to make was I was assuming—and one should never assume—the moneys the ministry is going to put into the

secondary system to upgrade the apprentice program training and courses, so that students in those settings would receive courses that would count as credits towards their apprenticeship was an additional initiative on the part of the ministry and that those moneys would be in addition to whatever those grant increases were.

Hon. Miss Stephenson: That went in last year in the 1979 general legislative grant.

Mr. Bounsall: We still hear the minister talking about new initiatives and expanded programs in that area. There's concern among the secondary teachers that they be fully consulted about this. I think it is a valid and legitimate concern that the increased funds for that upgrading, an activity which we really desperately need, and which I feel can be done perfectly capably within the Ontario schools that are equipped to do it, will be funds in addition to those percentages which I've quoted.

Hon. Miss Stephenson: I see, fine. That's an interesting clarification. I am sure we will come to many of the other matters during our discussions about the individual votes.

In spite of the concern Mr. Bounsall expressed, that there is absolutely no reduction in cost as a result of closing schools, that may have been information he heard at some point. In examining this and in talking to several boards which have had some experience, I have learned there is a very real reduction in cost by closing schools. If it can be shown to be desirable to close schools for educational purposes, there may be a very significant reduction in the cost of providing the educational programs for children within that jurisdiction.

The final thing I would mention very briefly is the Penetang situation. I am distressed that Mr. Bounsall has completely missed the point of the initiative and the policy statement which was issued. Our concern is for the francophone education of those approximately 10,000 students who are still within mixed schools in the province. It is obvious from the Stacy Churchill information that assimilation appears to occur more rapidly within mixed schools, and there is a tremendous variety of programs provided in the mixed schools that are there.

The initiative we have taken with the concurrence of the francophone community in each of those areas where there is a mixed school, is to try to solve the problem, if they perceive it as a problem. If the francophone community feels it would be appropriate to develop a homogeneous French-language instructional unit, that is precisely the kind of

direction we are attempting to take at this point.

It is extremely difficult, as I suggested to you, to consider constructing entirely new school buildings in areas where the total enrolment is falling dramatically and where within a very few years there will undoubtedly be facilities available for the kind of ideal separation much of the francophone community considers appropriate. It is in line with that thrust that we are working at this point. It is specifically in support of the francophone desire for French-language education throughout the entire secondary system that we developed the announced policy, on which the regional offices are working diligently at right now.

Mr. Bounsall: I understand your thrust and I certainly wish the regional office personnel who are working diligently the best of luck. But until you all realize that as long as you have a homogeneous school, you are setting up the conditions for further assimilation, and conditions still exist there for further assimilation.

Hon. Miss Stephenson: You are telling me that a homogeneous school fosters assimilation?

Mr. Bounsall: I'm sorry, a mixed school.

Hon. Miss Stephenson: What I am saying is we are moving to eliminate mixed schools where the francophone community considers it appropriate. That is the burden of the entire policy statement and the thrust which the regional offices are pursuing.

Mr. Bounsall: Are you saying that when it is determined by the regional office staff—

Hon. Miss Stephenson: No: in conjunction with the francophone community in each of those areas.

Mr. Bounsall: All right. Are you saying that when it is determined, or when the regional office staff reports back to the ministry that the feelings of the francophones in an area are to continue the mixed school, even if one looks down the road four or five years and finds that the ratio of French to English may be two to one, the Ministry will say: "Okay, we will move to a separate facility." Will you say that if the feeling in working with those francophone communities is that they still have the potential to be—and I'll use the francophone-translated equivalent for it—an assimilation factory?

Hon. Miss Stephenson: I am saying we will be guided, as always, by the feelings expressed and demonstrated by the francophone community in each of those areas. We will work with them and with the appropriate board because it is the board's responsibility, in the final analysis, to accommodate those desires most appropriately. There may be a number of alternative ways in which that can be done.

Mr. Bounsall: I have one final question at this point. The francophone community at Penetang has a couple of alternatives they would like to discuss directly with you. Will you get together with them soon?

Hon. Miss Stephenson: Yes. I have committed myself to meeting with them. I don't know exactly when it is going to be. We are working on finding the appropriate date at this point.

Mr. Bounsall: They are ready and they don't mind Simcoe county board officials being there at all. They have a heartfelt feeling at the moment that they want to get to you and to present to you their couple of alternatives to your initiative.

Hon. Miss Stephenson: Yes, and there may be other alternatives as well.

Mr. Bounsall: They may have others, and there may be others you can present to them.

Hon. Miss Stephenson: Right. Yes.

Mr. Bounsall: I'd like to see it happen soon. They would like to see it happen soon, and I would like to see it happen soon.

Hon. Miss Stephenson: Many of the other points, as I said Mr. Chairman, will probably be discussed in our examination of each of the votes.

Mr. Chairman: Would the committee agree to go with the first vote item by item?

Agreed to.

On vote 3101, ministry administration program; item 1, main office:

Mr. Ramsay: Mr. Chairman, I was probably out of order when I was asking for a supplementary question at the time Mr. Bounsall was speaking. Was I?

Mr. Chairman: Yes. It was his opening leadoff statement. Yes.

Mr. Ramsay: Can I ask a supplementary question now?

Mr. Chairman: If you wish, It is a matter of policy and I'll permit it in the main office if you want to go ahead.

[4:15]

Mr. Ramsay: All right. It has to do with Mr. Bounsall's comments on Penetang. Frankly I am quite confused about them. Perhaps I am unaware of the overall policy this province has in respect to a commitment to secondary school francophone education or facilities for education.

How does Penetang differ from Essex County? Is there not some level of enrolment required before separate facilities are available? I am not making any comments or drawing any judgements from it. I find myself confused about what the people in Penetang want, what the ministry is prepared to give and what the overall long-range policy of the province is.

Hon. Miss Stephenson: The policy since 1968 has been to provide homogeneous French-language instruction in the secondary school system. At this time, 20,000 francophone students are accommodated in separate units, which are francophone secondary schools in the province of Ontario. But, as I said, there are still somewhere between 9,000 and 10,000 who are being educated in the mixed school situations. There both French and English are being taught. The subjects are taught in both French and English, or in English or French, from time to time.

There is a great variation in the number of subjects taught in the French language in a number of schools. The aspiration of many members of the francophone community appears to be to develop the secondary school system in the French language, so that French-language students can choose to attend French-language secondary schools and to achieve their secondary school graduation diplomas entirely within the French language.

We have been moving to accommodate that, and I think, the furtherance of that policy is fairly clear in the policy statement. We have directed the district regional offices to work with the francophone communities and with the local boards to attempt to find the appropriate way to provide homogeneous French-language schools within those board jurisdictions. This is being done so that aspiration of the francophone community may be realized.

Mr. Ramsay: Let us use the community I represent as an example. There are very few francophones in that city, unlike most of the rest of northern Ontario. If a group of them came forward and wanted secondary school francophone facilities, is the province obligated to provide those facilities?

Hon. Miss Stephenson: Obligated, no, but we certainly believe we have a moral obligation where numbers warrant providing those facilities.

Mr. Ramsay: That is the point, where numbers warrant. What do you feel are the numbers?

Hon. Miss Stephenson: We don't have any hard and fast figures. That is the difficulty. The viability of the school program is the important factor. We have relied upon the knowledgeable experts in education to give us some sort of guidance on that, including the Languages of Instruction Commission of Ontario.

Mr. Ramsay: In Penetang, do we have a situation where these people are in a mixed school but want a homogeneous type of facility?

Hon. Miss Stephenson: A certain proportion of them do, yes.

Mr. Bounsall: Perhaps I could give an illustration of this to Mr. Ramsay.

For various reasons, my three children have attended an immersion French program from kindergarten on. It is in a T-shaped building, with the French in one side and the English in the other. The separation within the school is adequate. The scheduling of the gym is such that there isn't a mixing of classrooms. The French-speaking pupils outnumber the English-speaking pupils. It is a completely separate school. The English one is St. Alphonsus and the French one is Lucien Beaudoin. Even though the French students outnumber the English now, which is a trend that will continue, the language on the playground, no matter how hard the French teachers and the administration try to have it otherwise, is English.

We had a ridiculous situation a couple of years ago when a family moved to Windsor from Quebec. Their child in grade two or three—I forget which grade he was in—spoke only French and was ostracized by all the other students on the playground and in social terms in the classroom because he couldn't play in English. He was ostracized on the playground until he got enough of a facility in English so that he could play in English.

Here is a school that is hoping to produce as much French as possible. There is no way to eliminate the English only on the playground. A purely French-speaking child is ostracized until he can learn enough English to play. That is the sort of thing we are trying to avoid. The francophones are right when they say that this is what happens whenever there is a mixed school. That little French child should not have been ostracized in social terms because he couldn't play on the playground in English.

Hon. Miss Stephenson: If I may, I think it should be pointed out that Mr. Bounsall is speaking about a different situation because he is talking about an immersion school which is for anglophone children attempting to become-

Mr. Bounsall: No. This is a school for francophones, but if an anglophone family like mine can get the kids started in kindergarten in French, they will accept them. They even go as high as grade one in acceptance.

Hon. Miss Stephenson: That is unusual.

Mr. Ramsay: That was exactly the point that I was going to raise in response to Mr. Bounsall. He was bringing up a completely different matter that I hadn't even thought about, that there are anglophones sending their children to francophone schools.

Mr. Bounsall: That's right.

Mr. Ramsay: Does the province have a commitment to provide this type of education?

Hon. Miss Stephenson: In some areas, the students are admitted to francophone secondary schools, and in some areas they are not. There will be a study completed this year in Ottawa, I believe, because the Ottawa board will have completed its entire elementary immersion program in French. I think we will have some further knowledge about the requirements of students who have completed a total elementary program in immersion French, which will be of assistance to us in making further policy developments.

Mr. Ramsay: I suppose the question boils down to this: Is the provincial government committed to providing education in either French or English to either anglophones or francophones? In other words, whether a child is an anglophone or a francophone, he has the option of an English or French education.

Hon. Miss Stephenson: That is certainly the direction in which the policy has been moving, yes.

Mr. Chairman: Mr. Sweeney and Mr. Mc-Guigan have supplementaries and then Mr. Nixon.

Mr. Sweeney: The response you gave a minute ago about not having a hard and fixed rule with numbers, causes some of the problems. I noticed the most recent edition of that little brown book of Ministry of Education statistics pointed out there were 70,300 elementary school French children in 301 French-language schools and almost 3,500 secondary school students in only 25 Frenchlanguage schools.

Hon. Miss Stephenson: There are 20,000 secondary school students in homogeneous French-language schools.

Mr. Sweeney: We will take 20,000 then. We are talking of a significantly different ratio of schools to pupils, even in comparison with English-language schools. I think this is part of the problem. It is, in particular, part of the problem in Penetang, where there are more elementary school students in Frenchlanguage elementary schools.

Obviously, the point that has to be raised in that particular community, is that of any place it would seem logical it should have a separate school. The question I am trying to come up with, which completely revolves around this whole issue is, how do we know disproportionate number when. The French-language secondary schools, even to French language elementary schools, cries out for some further explanation. There just doesn't seem to be any logic to it.

If we say, and I think you can say fairly easily that we're doing a pretty good job of providing French language education to French speaking children, why don't we just continue the job? Why all the hassle at the secondary school level? In communities, particularly, we have got a significant number.

Hon. Miss Stephenson: That is precisely what we have been trying to do with the policy. The students designated as francophones who are presently attending mixed schools amount to somewhere, as I said, between 9,000 and 10,000.

Mr. Sweeney: About a half.

Hon. Miss Stephenson: Yes, about half those who are attending homogeneous French language schools. We have 30,000 designated francophone students attending secondary schools at the present time. Twenty thousand of them are in homogeneous French language schools and approximately 10,000 are in mixed schools.

I am sure there are a number of other francophone students who might be designated as francophone who are probably attending English-language secondary schools. That may be their choice or it may be their

parents' choice or whatever.

Where there is a choice for the francophone students to take all or part of their secondary school program in the French language, we are trying to make that opportunity available to them. In those communities where we have 25 mixed schools that probably should or could be modified, the thrust of the policy statement is that we will work with those boards and with the francophone community to try to ensure that they have a homogeneous French language school entity in order to complete their secondary school education totally in the French language.

We are not about to remove the choice on the part of the student or the parent.

Mr. Bounsall: My query, again, is how do you avoid the situation that occurs at Lucien

Beaudoin Elementary School?

In a mixed school, even though there may be a completely homogeneous French language entity how do you keep the playground from continuing to be English, immersed as we are in the sea of English?

Hon. Miss Stephenson: That can be done, mind you, through scheduling.

Mr. Bounsall: By partitioning the play-ground?

Hon. Miss Stephenson: No, by scheduling different hours for the palyground period for the French language students and for the English language students. That can be done. Anything is possible.

Mr. Nixon: My comments do not have to do with mixed French education if there's anybody else who wants to continue on that. Otherwise, I have some questions that are associated with the Brantford strike that have

to do with policy.

The minister indicated a few moments ago that we have to remember the salary requirements in the secondary panel is, in general, about 23 per cent higher than the elementary. Is ministerial policy brought to bear on this in any way? Don't you think ministerial policy ought to be that a teacher is paid the same whatever his or here qualifications in the system? Don't you think there has been a considerable degree of preferment at the secondary panel, while it ought to be ministerial policy to provide equality at the elementary level?

For example, with similar qualifications or even identical qualifications, there is a pay difference of 23 per cent. In the Brant system every secondary school teacher, I believe, as a matter of policy gets 70 minutes a day for preparation in school hours. Every department head gets an additional 70 minutes. Of course, this is the length of a period in a semester system. Whether or not the schools are semestered, most of our secondary schools have two non-teaching vice-principals and a non-teaching principal. Yet some of our elementary schools are big in population of students, with vice-principals teaching half time and principals sharing or at least taking additional responsibilities in other schools.

[4:30]

I'm really not arguing for the elementary school teachers of Brant county in this instance. But shouldn't it be government policy to persuade the board to move toward some uniformity in this matter? It doesn't seem fair to me.

Hon. Miss Stephenson: I would remind you that the contractual arrangement between boards and teachers is just that, namely, between boards and teachers, not between the minister and the teachers' federation. Are you suggesting we should move to provincial bargaining and establish province-wide rules? Is that what you are saying?

Mr. Nixon: Look at it this way. In the strike in Brantford, while both the men teachers and women teachers in the elementary schools are represented through their presidents and so on, still the main spokesman comes from the headquarters in Toronto. The board has retained a professional negotiator, who I'll tell you, doesn't come from Brantford. The board with its committee in charge of salary negotiations and the teachers with their salary negotiations group are in support in advising the outside gladiators, champions and spokesmen. It seems to me that this myth of local salary negotiations is pretty much just that.

I can recall your predecessors speaking in strong terms about increasing the proportionate grant for the elementary panel with the very purpose of making the funds available for boards to do the right thing in paying for qualifications. The idea that if you are teaching grade three, you're not worth the same as somebody teaching grade 10

is completely preposterous.

It seems to me you have a responsibility to do something about it. I think this is one of the grounds of contention in the strike in Brant. However, there are many other things as well. I certainly hope that thing is settled. Believe it or not, I really wish it were settled.

This was an area where I believe your predecessors were moving, but not to take over salary negotiations. You in your inimitable fashion—

Hon. Miss Stephenson: I just asked you a question.

Mr. Nixon: —moved to ask me alternatives.

Hon. Miss Stephenson: Can't I ask you a question?

Mr. Nixon: Yes, my response is, the question is irrelevant. I hoped this would concern you. I would hope you might even say something in these estimates or in some of your pronunciamentos about the future of education and so on from your point of view.

We really must insist on moving towards equality. I understand the OSSTF's position.

I used to be a district president for OSSTF. Many years ago I took a job in Toronto. A few weeks later the whole place was pinklisted because the Toronto board had the temerity to bring out what they called a single salary schedule. That would be before your time. The OSSTF would not accept that and rejected it out of hand. Actually, they were pink-listed for months, and real pressure was brought to bear on the teaching system here in Toronto. The solution was that the Toronto board finally said, "Okay, we will pay all the teachers the same and we will put it on two pieces of paper, one for secondary and one for elementary." I don't think it was one of the greatest shining hours of OSSTF, if you want to know the truth.

The community more or less responded in a sense that the board was right, that perhaps, if anything, teaching at the grade three level is more valuable. It might even be more difficult and more demanding than it is at

the grade 10 level.

I have already said the ancillary advantages the secondary teachers have—and if I were a secondary teacher, I would fight for them, demand them and want them increased—are very generous indeed. Not only do they get much more money, but they get much more time for preparation. I've never heard of a secondary school teacher going out on yard duty or whatever you call it to keep the little Englishmen away from the little Frenchmen or whatever it is they are doing in the schools these days. But somebody out there has to do those things.

I just want to make that point. I feel that an area of very serious dissatisfaction in Brant, as it probably was in Peel, as it probably will be in Haldimand and as it probably will be in the Ottawa area, is based on this attitude. I suppose you can't really blame the board either. Their aim is to provide the best quality of education at the lowest possible price. Sometimes the boards get those

reversed in order.

You don't have anything more to say than do you want to have a single salary schedule and do you want provincial negotiations?

Hon. Miss Stephenson: I am sorry you rose so vigorously to the bait at that point.

Mr. Nixon: You've got to; you know that.

Hon. Miss Stephenson: It seems to me the ministry has made a significant step in that direction in demanding qualifications for elementary teachers. I think this was a very strong signal to boards that we were as concerned, or more concerned, about the quality of the educational program provided within the elementary system. That was a very

important move in the mid-years of the 1970s when that demand was instituted.

There has been a continuing gulf between the two.

Mr. Nixon: It's getting worse.

Hon. Miss Stephenson: Yes, I think in some areas it is, in spite of the fact that almost all boards—

Mr. Nixon: And perquisites.

Hon. Miss Stephenson: —are relating very closely to the single salary schedule idea, or at least a comparable salary. There are not great variations except in some specific areas. I'm not sure how we overcome the resistance of certain areas to this concept that there should not be so great a gulf, unless there is some ministerial directive that it be overcome completely. Then, I'm sure, we would be accused by the parties to negotiations of interfering with the negotiations.

I think this is one of the things that

I think this is one of the things that probably should be looked at very carefully by the commission which we just appointed

to examine the totality of Bill 100.

Mr. Nixon: I can understand your unwillingness to give a directive because I am sure that would carry a price tag, and properly so.

Hon. Miss Stephenson: It did the last time and has continued to do so.

Mr. Nixon: A ringing declaration from the minister, not by way of a directive but of what's right and proper, would certainly assist the teachers in accomplishing what I think is a desirable goal. I'll leave it at that.

You mentioned the second item yourself in your thorough review of Bill 100. We haven't really had an opportunity to determine from the minister adequately her reasons for not making public the findings of her ministerial review of Bill 100. Is it because she doesn't want to second-guess the public hearings or what?

Hon. Miss Stephenson: I would think there might be a preoccupation with technical points which were raised by the internal review committee, rather than looking at the broader aspects of Bill 100, which perhaps should be examined as well. The internal review committee did concentrate on those technicalities rather than on anything else. It most certainly will be made public, I'm sure, by the commission.

Mr. Nixon: I think the minister is aware, though, that with the series of negotiation problems we are presently experiencing—and we are now at number two in a series that looks as if it's clearly going to be five or six—it might have been productive to have

released that paper. The people might feel it would indicate at least an approach that government policy might take on a rational basis and might govern themselves accordingly.

There was some indication from the minister sotto voce that there wasn't anything in it of the sort of thing that might add to the—

Hon. Miss Stephenson: That you were asking about.

Mr. Nixon: Yes, the teacher's right to strike. If there is no recommendation in there about that, then that is an area where the public review is going at least to have some input. I would think it would be useful if the departmental report were made public. Frankly, I would say to the minister I don't think her reasons are sufficient to keep it held—the word is "secret."

Hon. Miss Stephenson: I suggested to you that I am sure it will be made available to you in due course.

Mr. Nixon: Yes. "Due course" is a terrible weasel phrase that you ministers learn from each other.

Hon. Miss Stephenson: I only learned it from one person.

Mr. Nixon: Then you learned it well. The "due course" phrase is absolutely unacceptable. There is nothing we can do about it, except say you should do otherwise and strive to replace "due". We will certainly continue to urge that.

In this connection as well, I'm sure the minister must get many of the same inquiries that come to a member in an area where there is a strike. There is a great deal of dissatisfaction with Bill 100 as it presently is established, in that the Education Relations Commission has to recommend to the minister, who recommends to her colleagues that some substantial action might eventually be taken.

The minister in the House assured me the commission is—I forget what her words were, but the meaning I took from them was that they were in close, immediate and constant attention to the needs of the students in Brant. I don't believe that with respect. What are they doing? I don't think they look at it at all. What did they do? Phone up some kids and say, "Are you suffering yet?"

Hon. Miss Stephenson: I shall attempt to determine the exact process used by the Education Relations Commission.

Mr. Nixon: There may be another occasion when we can deal with that. Does it not concern the minister that the people in the

community, in fact the members in the Legislature, have the impression that the commission, once a strike starts, says, "Okay, three weeks from now we'll look at it." The problem we have in Brant and Brantford is that nobody down here knows the strike is on. If it's in the Premier's backyard or in Metropolitan Toronto it's a matter of daily concern. If we were to raise this in the question period more than once a week, everybody would say, "Oh, you're talking about parochial things." The minister would say, "We are still concerned about it and we still hope there will be a settlement in the near future. I can assure you that both sides—" et cetera, et cetera—that old baloney.

It's very difficult when the strike is away from the metropolitan area for there to be any political impact at all. So there is no compulsion on a ministry to do something. The minister may get calls from the Brant area, but I have the feeling they are pretty well all winnowed out by her excellent staff before they get to her. I have even had some calls from worthy ratepayers, citizens and parents in the area who said they have tried to get in touch with the minister and have only got the deputy. I don't think they even got her either, but that's another matter.

This is a problem we have. To rely on the present provisions of Bill 100 in that the commission is keeping a constant day-to-day surveillance of the situation just doesn't wash. The feeling is that because of our experience with Bill 100, at least three weeks go by until we look at it and see how intransigent both sides are. We don't really look at what's happening to the kids.

Hon. Miss Stephenson: I can tell you that we make very frequent inquiries to the Education Relations Commission about what is happening, what is proposed to happen and where we're going at the present time.

Mr. Nixon: For example, was the commission able to provide you with any information as to the present status of negotiations? There was a meeting yesterday.

Hon. Miss Stephenson: I confess to you I have not spoken to them this morning because I did not have an opportunity to.

Mr. Nixon: Is it your understanding there are other boards that have not only asked for conciliation, but it appears may very well go the route of Peel and Brant in the next two or three months?

Hon. Miss Stephenson: I don't have that impression right at the moment. The two that have been flagged have been Peel and Brant.

[4:45]

Mr. Nixon: There is this feeling also to some extent that negotiations are taken over by the outside experts. While the province or a ministry does not want to intrude on negotiations—and they are very wise in the way things are now not to do that—is there any sort of standard approach that you recommend be taken? It always seems to follow the same route.

Hon. Miss Stephenson: If you look at the terms of reference for the commission, you will note specifically that the question which has been asked in those terms is, who should be the parties within the negotiations for one thing. In other words, who should represent those who are at the negotiating table and what should be the scope of the bargaining?

Mr. Nixon: I don't want to take up too much time on this, but I tell you our people

are deeply concerned.

There is one matter that troubles both sides, and troubles me. The teachers are calling for voluntary arbitration. The school board, in my view, using a good deal of sense, at least in this part, says, "We cannot put some of the things in contention to arbitration, the things we consider administration and management." I think there was one area having to do with the appointment of elementary panel supervisors. The teachers are calling for the appointment of 10, now reduced to nine supervisors, who should be seconded and appointed from among the staff presently employed. They would be allocated around the community on the advice of the teachers' professional organizations. I may not have that precisely right. The board argues that this is an administrative matter. It seems to me that there is some good sense to that.

Do you feel—not for Brant but in general—you could lay out in some direct terms what you consider to be the prerogative of boards. The argument about pupil-teacher ratios may very well be part of it, but some of these areas clearly, in my view, have to do with the responsibilities of the democratically elected board. They say, "We can't put that into arbitration because we feel that essentially while teachers can advise on it, they can't decide this."

This is a continuing, and more and more acrimonious debate, that you could help with. It would be a little risky because whatever you say you are going to get into some trouble. But surely it's up to us in the Legislature, or the government and particularly the minister, to say, "This range of things"—and you should be as specific as you can—"we feel are the responsibility of the board." Salaries are open to negotiation, of course,

and therefore to arbitration, if it might turn out to be that way. There are perhaps, other things having to do with the quality of education which would be a matter of judgement, debate or maybe even vote. What do you think about it?

Hon. Miss Stephenson: I am very much aware that school boards have had some very real concern about the fact that within that bill there is very sketchy delineation of what in normal, or other labour-management relationships are defined as management rights. There has been a continuing debate, as you say, for all of the period of time in which the bill has been in action. There are certain things which should be considered within that category which are not defined within the bill. That has also been one of the questions which has been put to the external review committee. Are there certain things which should be spelled out as those which can be bargained and those which cannot be bargained? I think that this is a reasonable approach to take, if I may say, that the committee have the responsibility to limit this.

Mr. Nixon: I can see that it's reasonable from your point of view. On the other hand, we are elected to make these decisions and to debate them or rather debate them and make the decisions. I should get that in the right order.

The teachers who met formally with me and with the member for Brantford to put forward their views, say with a good deal of conviction who can best decide the quality of education but the teachers. The board says, "We're not professionals, but we are elected by the people not just to raise the money, but to be responsible for the quality of education."

Hon. Miss Stephenson: That's right, as defined within the Education Act.

Mr. Nixon: I don't know how that argument gets settled, unless it's by what we say humbly is the superior authority of the Legislature.

Bill 100 does not speak clearly in that connection. This is not the first time the argument has come up. We and you have ducked the responsibility for a long time. I would say to you if there was some clear delineation of what is negotiable as far as administrative matters are concerned, the Brant strike would be over because there would be no question that the board could go to voluntary arbitration on the money matters, even if they are afraid the disposal of it will be larger than I think they want to pay. When the strike is settled, they will be paying more than they want to pay now. We would not have this

strike, if the Minister of Education could speak clearly on the matters that are negotiable and can be arbitrated. I know she is reticent about making definite statements.

Hon. Miss Stephenson: I'm not going to make a statement about it at this stage of the game, I can tell you, having appointed my external review committee, to examine this.

Mr. Nixon: When are we going to hear from them?

Hon. Miss Stephenson: In the spring.

Mr. Nixon: Maybe we will. I have two other matters in vote 1. I'll wait my turn if you want to go on to somebody else.

Mr. Bounsall: I have a supplementary. I'd like to urge the minister to do something a little different. I guess it's the opposite of what the member from Brant is saying, I'm thinking of a statement to the effect that, for the lack of a better term, industrial democracy, is encouraged as applied to the work place, where workers want to get involved in the management of the company. This, by and large, has been achieved to a certain degree in the Chrysler contract at this time, where there is to be a continuing review of the foreman's activities which will certainly lead to better relations between the foreman and the line workers. I would think if there is one area in the work place structure of our province—the workers in this case being the teachers-where they would have a really valid contribution to make to the educational system, it is in the educational system.

There is a degree of fuzziness in Bill 100, and I believe it was deliberately left fuzzy in order that boards and teachers could work out reasonable working relations between them on input from the frontline teachers. There might be a statement from the minister saying, "We would hope worker participation in a major way in decisions would take place in our educational system." I would hope your statement would be on that side, rather than on managerial rights definition side, in which you take certain areas and define them as a managerial right. I would rather have a statement that would cause co-operation to occur at all levels among elected officials, hired officials of the boards and the teachers as a means of really achieving a full co-operative effort in our educational system. There are many trustees who are very concerned about our system and what goes on in the classroom. Apart from informally meeting teachers or teacher reps over beer, or whatever they share over the table, they have had no formal way of sitting

down and finding out what's going on in the classroom or the concerns.

This is all done informally. We should have a means whereby this could be done on a more formal basis. I don't mean sitting across the table from each other per se—but a means whereby this takes place on a regular basis and is expected to take place. It would be a positive step forward, rather than defining areas which, it's legitimate to talk about, and other areas where it's purely managerial rights and not legitimate to talk about.

It's not going to take place tomorrow, and I'm sure there is certainly not unanimity among all groups associated with the education system, but I hope we might move towards it over the years. It might take 15 or 20 years to move to more of a system in our elementary and secondary schools and certainly, our community colleges as well, such as they have in the university system, where I think it varies from community college to community college but deans at community colleges, and certainly principals and viceprincipals in our secondary and elementary school systems should be chosen by their colleagues to be the principal teacher for a fixed period of time in that setting. They are not chosen by using whatever other criteria are applied, using managerial rights as the reason they may do so-by the administrators of the boards of education. I hope that is the direction in which we are moving. If there is one area in our society in which we can teach democracy by action, it is to democratize the choices in our school system right before the students. Let the department heads, the viceprincipals, the principals be chosen from amongst and by their colleagues. That is the direction I think we should be aiming in. which exercises fewer managerial rights, or as few as possible, certainly then not delineated as managerial rights. I urge the minister to make statements and waves in that direction, rather than what she has just been urged. In the interim until we get there, I can't see any problem with it being arbi-Arbitrated tratable. decisions problems, particularly in this area. It doesn't always fit the requirement of either side, but I certainly wouldn't want to take an area of managerial rights out of the arbitration process, if that's what's required to settle a particular and local strike situation.

Hon. Miss Stephenson: The difficulty as perceived by some people with the educational system, related to arbitration is the decisions made by the arbitrator may have a very definitive affect upon the quality of the

educational program. The question is raised very frequently: Should someone who is entirely apart from the educational system arbitrate on items such as that? I suppose that is a valid question. You are now aware of the differences proposed, related to the function and structure of Bill 100; the concerns that have been expressed by a number of people on both sides of the bargaining table, and also by parents and children who will be quite affected by Bill 100. It was felt it would be appropriate to provide the opportunity for a wide input into deliberations related to the structure and function of the bill.

Mr. Nixon: May I just say something before you leave the subject?

Mr. Chairman: Mr. Sweeney had a supplementary on this point.

Mr. Sweeney: I want to follow up on the point made by my colleague from the great county of Brant, with respect to the board's ability to do the kinds of things pointed out by the minister. You indicated there had been a greater percentage increase for elementary schools over secondary schools, but I just did a quick calculation and would like to share with you the dollar differential, which is really the key.

## Hon. Miss Stephenson: Yes.

Mr. Sweeney: Over the last four years, the spread has increased almost \$100—\$476, \$515, \$542, and \$574. That's the significant point. If you want to really follow through with what my colleague is saying, and encourage boards to bring elementary and secondary teachers more in line, it isn't percentages that are going to make the difference, unless they are massive percentages, it's the actual number of dollars. Over the last four years that differential has increased to just \$2 short of \$100.

Hon. Miss Stephenson: One of the other ways to encourage a reduction in that differential would be to have the elementary and secondary teachers bargaining together with the boards, but up to this point they have chosen to do it differently.

[5:00]

Mr. Nixon: When we're talking about these conditions that may or may not, should or should not be negotiable, one of the problems in Brant is that in the secondary panel it's become the procedure to appoint subject consultants—who are paid, I believe, as department heads plus something perhaps, but at least as department heads—who don't do any teaching but have offices at the board's

headquarters and consult with their fellow teachers.

In my personal experience these consultants are from among the best classroom teachers I have ever had anything to do with. That's very sensible in one aspect, because presumably some of their general abilities to deal with kids and put forward a subject in an attractive and useful way is supposed to rub off. I'm not sure that happens. I think the real result is that some of our best teachers are no longer in the classroom.

Of course, that could be said to be true of the appointment of vice-principals and principals. In the Brantford system—I'm sure it's similar elsewhere—these consultants are out of the classroom. They're perhaps not any more effective than anbody else in consulting—whatever, precisely, that is. At the elementary level they don't have these consultants. I think maybe they maintain one for phys ed. There's a lot of paperwork involved and so on.

I sense the feeling from the elementary panel is that the secondary people not only get a lot more pay and a lot more time off, but they get a certain degree of additional prestige that is not measurable or evaluable, and they also have the opportunity to be promoted, as a consultant, out of the classroom.

No matter what the best teachers tell you about how much they enjoy the classroom, if you give them a chance to get out of the classroom very few of them will refuse that chance.

It seems to me that because of the imbalance in the approach to elementary and secondary, the elementary teachers are demanding as part of their package that they have these additional consultants, that they come from their own ranks, that is there's room for some promotion, that they work in a way that the teachers themselves want, and they're going to strike if they don't get it. They're out on strike.

I can see some reasons why they would want that. Frankly, some criticism may be directed not only to the Brant board and other boards, but to the Minister of Education for allowing this disparity not only to come into being but, as my colleague has pointed out, to become greater and greater. I think you have a lot of problems that way.

I can understand the point Mr. Bounsall makes about not liking the delineation of management rights. The teachers are not without access to the boards in expressing their views. As a matter of fact, the chairman of our board is a teacher from another system. It's in the Brantford system, but he's a teacher and is well trained and well experienced.

There are two or three other teachers there as well. That's probably not the kind of answer we're talking about, but a board would be foolish indeed—and I don't believe the Brant board is foolish—if it is not prepared, particularly when it is contemplating changes, to sit down with the teachers' professional organizations and discuss the changes with them and get their response to it.

This strike would be over today if they could put the money business to arbitration and perhaps the rest of the stuff to some sort of continuing discussion. The root of the problem in the administrative aspects is, in my view, the perceived disparity and inequity

between the two panels.

The minister has suggested, although I'm sure she's not recommending, that both panels bargain as one. I would think a nice start would be if the men and women teachers could get together and bargain as one. I said that once at a conference and they nearly threw me out. Still, we ought to be heading for the time when the teachers' federation is the significant bargaining unit, and I don't hesitate in saying that. Then maybe we can do something about the disparities that have become historic, unfortunately, and seem to be growing.

Hon. Miss Stephenson: You are aware, of course, that the Ontario Teachers Federation and the Ontario Public School Men Teachers Federation made an overture again this year to the Federation of Women Teachers Associations of Ontario.

Mr. Bounsall: What do you mean by that? Hon. Miss Stephenson: I said it was an overture.

Mr. Chairman: Mr. Nixon, you have two other points you wish to raise?

Mr. Nixon: Yes. This is under grants to the Ontario Institute for Studies in Education, \$1.5 million. Where does the rest of the \$17 million come from?

Mr. Bounsall: Are we on vote 3101, item 1?

Mr. Chairman: The grant to which you make reference is under item 1, main office.

Mr. Bounsall: That's right. Go ahead.

Mr. Nixon: It seems to me there is something else. I looked under the Ministry of Colleges and Universities and couldn't find a specific amount. Just tell me in ball-park figures, is it \$18 million, or what are we spending over there?

Dr. Fisher: In 1979-80 the total is \$16.163 million.

Mr. Bounsall: Is that up or down?

Dr. Fisher: Up.

Mr. Bounsall: By how much?

Dr. Fisher: By \$900,000.

Mr. Nixon: Is the minister aware of the views expressed in the special government review chaired by the former Treasurer, and his remarks, made about six weeks ago, reiterating the view that the need for the Ontario Institute for Studies in Education was questionable at this time? He based it on the abilities of various universities to conduct research in education and, in fact, to provide degree and post-graduate degree courses in education.

I think his recommendation at one time was that we do something to stop paying the \$2 million a year rent for that building to Gerhardt Moog and to, I think he said, rent the offices and sell the furniture. I have no hesitation, personally, in agreeing 100 per cent with the former Treasurer. I wonder what the minister's current defence of OISE

is in this connection.

Hon. Miss Stephenson: There is a review of OISE going on at this point. It is not completed.

Mr. Nixon: Is that going to be ready next spring?

Hon. Miss Stephenson: I think the final date is early in 1980.

Mr. Nixon: Can you refute former Treasurer McKeough's contention, stated as recently as six weeks ago, that the universities could very well take on the responsibility not only of the post-graduate training of pedagogues but also the ongoing research in education, I would add for myself, in conjunction with the teachers' professional organizations?

Hon. Miss Stephenson: Since we have moved to the process of tendering research at this point there is equal opportunity for the universities to participate in research projects and they may propose to the ministry specific research projects which they wish to carry out, which, if accepted, would be funded. The equality of opportunity has been increased quite dramatically over the last several years as far as the universities are concerned.

There is not a great deal of interest in certain university faculties of education to become involved in this kind of research area. It seems to be limited to a small number of faculties,

Mr. Nixon: In making a cursory review of the subjects for research that OISE publishes —I haven't read the papers—I'm struck by the problem I have in directly applying the results of such research to, let's say, our expanding education system.

Hon. Miss Stephenson: Or our contracting education system.

Mr. Nixon: Yes, well it's costing more every year and we're talking about money. What I'm really saying is I have never been impressed with not the quality of the research, but the usefulness of the research from OISE.

I have felt on more than one occasion it was a self-justifying concept following the decision of one of your predecessors, the present Premier, that we ought to have this. I really felt McKeough, being a pretty forthright person, coming out and saying we could save this money—we wouldn't save the \$16 million because surely there would be some ongoing research—that we ought to contemplate that. I thought before we passed item 1 I ought to be sure you were reminded of Mr. McKeough's views and informed of my own.

Hon. Miss Stephenson: Thank you. I am reminded with some regularity of Mr. Mc-Keough's views. I have to tell you that, primarily through personal correspondence from Mr. McKeough, I have seen some interesting information over the last several months, primarily external information outside of Canada, in which the review of quality research carried out in the area of education has been examined. In almost every instance OISE stands right at the top in a worldwide spectrum.

Mr. Nixon: Do you know of any other jurisdiction with a special research institute for education that is funded to the extent of \$2 per capita?

Hon. Miss Stephenson: No, I don't, because I don't know the facts about funding of the National Education Research Foundation, for example, and others. I would have to agree with you that the system in the United States is somewhat different.

Mr. Nixon: But there is no reason why, among the peer group educational research facilities, OISE should not be a subject of some envy. I would leave it at that, actually.

Hon. Miss Stephenson: I am not sure it was envy that produced this.

Mr. Nixon: It has certainly been well financed. Even the financial arrangements—I mentioned the rent deal, we entered into that thing without any tenders. You talk about now tendering education research. My God, we didn't even tender the building, so I'm glad the minister is bringing in that breath of liberal reform to the process.

Hon. Miss Stephenson: Oh, I thought it was progessive conservative.

Mr. Nixon: Call it what you like, but I always think the minister is a progressive liberal.

Hon. Miss Stephenson: Very small "l" liberal.

Mr. Chairman: A supplementary, Dr. Bounsall, before we leave this point, specifically on OISE?

Mr. Bounsall: Yes. I have a fair degree of respect for many of the research papers produced by OISE. I certainly can't keep up with the volume and read everything that is done. But I keep hearing from some people I respect in the educational community that the research can be more in touch than OISE seems to be on some of the projects, there are other topics that should be researched, and that it could probably be done less expensively. I hear these from people whose views I respect. That apart, I still think on balance OISE does many interesting and worthwhile things.

I haven't had time to read CISE's latest report in the last couple of weeks. I'm not sure when it arrived, but I haven't had time to even flip through that. Perhaps we could get an updating from OISE on just what research projects it successfully tendered on this year and is currently engaged in. It wouldn't take too much time on the part of the minister, or one of the OISE spokesmen.

Hon. Miss Stephenson: I am sure that could be made available to you.

Mr. Bounsall: Do you have a spokesman for OISE here today who could give us a quick overview of the types of things they are currently engaged in, so we could have an idea here now of how relevant it is?

Hon. Miss Stephenson: Dr. Pitt, do you have some figures at hand? Dr. Pitt is the principal of OISE.

Dr. Pitt: May I speak to one point which Dr. Bounsall raised about our research being able to be done less expensively by other people? It is obviously very difficult to respond to that, except to say that over this past year we did about \$2.6 million worth of contract research. That is with agencies everywhere, from the Department of Education for Prince Edward Island, to the Hospital for Sick Children, to the Canadian University Services Overseas, to the Association of Universities and Colleges of Canada, to the Halton Board of Education.

Mr. Bounsall: These are projects in which people came to you and asked you to do that specific investigation, and you put a price tag on it?

Dr. Pitt: That's right.

Mr. Bounsall: Then you agreed and away you went?

Dr. Pitt: That's right. In the majority of cases they put these out to tender. The only point I would like to make is simply that we get the lion's share, I would have to say, of that kind of research. If it is the Hospital for Sick Children or the Department of Education for Manitoba, or whoever, they obviously want value for their money. They looked the field over and they have decided for this particular study, and this one, and this one, we are the best ones to do it.

I would like to suggest some reasons why that is so. One, of course, is that we have a terrific range of expertise within the institute. You can have expertise in little pockets. Perhaps Mr. Nixon will recall that when the institute was first established one of the purposes behind it was to establish a kind of an economy of scales so that there would not be little OISEs all over the province at five or six or seven of the larger universities. That was precisely one of the points that was made, so that is one thing. We have the expertise to offer.

We've made a lot of mistakes over the years, okay? But still, over 14 years of research and development management we've had to have learned something. I'd like to think we have learned a great deal. Apart altogether from doing research, we are good managers of research at this point. Sure, we will goof up every once in a while: but by and large we can meet deadlines and we can

get people what they want.

Mr. Bounsall: What do you call goof up in your terms?

Dr. Pitt: I would say failing to meet a deadline is one problem.

Mr. Bounsall: Rather than someone going to you with a piece of contract research, and you turn out a report which in their terms is not what they asked you for? Where does that happen, rather than missing a deadline?

Dr. Pitt: I am sure it would be a mistake if it happens. Let me say, because we do so much, my guess is that it does happen, but let me also say I don't know of one single instance where it has happened. Okay?

Mr. Bounsall: The results, of course, may be unexpected results in terms of who asked the question.

Dr. Pitt: That's right.

Mr. Bounsall: But they are on the mark, in most cases, in terms of turning out an answer to the questions asked?

Dr. Pitt: Yes. People would be coming back to us again and again. You see, we are doing research not only for Dr. Stephenson's ministry, but also for other ministries; federal ministries and other educational jurisdictions. To give you one example that might be of interest to you-and you must understand this is a nonpartisan comment-I really think we in Ontario do not value as much as we ought to the kinds of things we have in Ontario and the ways in which we do things well in Ontario. We seem to be a little too modest.

I am referring, for example, to McMaster University's medical program and to all kinds of things. Go outside the province and see how much of these are done. If I may, I would just take time to give one instance of this, because I think it would be interesting

to the entire group.

In the spring I attended a conference of leading educators in higher education in the United States. It was preceded by an invitational briefing offered by the Secretary of the Department of State on United States foreign policy in higher education and the implications for higher education. There were about 180 leaders there. Most of them would be presidents of universities or community colleges or executive directors of national organizations of teachers or professors or administrators in education.

At that conference, the final speech was given by Dr. James Perkins, who was for seven years president of Cornell and vicepresident of Bryn Mawr College before that and on many presidential committees. With no notion at all of getting the response I did, I said to him, "Personally, my greatest concern is not doing research although we do do high quality research and I can document that for you if you wish. My concern has always been the utilization of research. It should be actually used in classrooms and so on."

I said to him in front of this group, "You've just rehearsed a survey of higher education in Germany, Japan, France, Britain and the United States. Could you give me just two or three jurisdictions I could use as a model where they have done a better job of actually applying educational research

than others in your knowledge?"

He said, "I know of no jurisdiction in the world where research in education has been applied more effectively than in Ontario." That was in front of these people from all over the States. He was referring not only to OISE research, although that certainly was a very big part of it, but also to the research of the Council of Ontario Universities and

to the papers presented by the Ontario

Council on University Affairs.

I really do offer that as an altogether nonpartisan comment. I have been charged with being proud of OISE and, frankly, I am proud to be associated with it. That doesn't mean to say we don't have weaknesses. We have all kinds of them.

Those are partial answers. Now to come back to some of the questions. I think the basic question Mr. Nixon was asking was what have we done that has practical implications.

Mr. Nixon: If I may assist you, it really had to deal with the utilization of research, that we do it better than anybody else in the world. I'm just using your words.

Dr. Pitt: That is all right. I understand your point of view. I-

Mr. Nixon: Dr. Pitt was a professor of mine at one time.

Dr. Pitt: Really? I hope the members of the committee will take that into consideration. That is a valid comment and I accept that to some extent. I wonder if you would accept the notion that different sciences are at different levels of development. At a university, for example, probably the medical faculty has a higher status than social work or management studies or education. I think that would be a fair statement in almost any large university campus. Part of the reason is they are in different stages of development and expertise. This is one of the reasons why I would hope the Legislature would give encouragement to the development of research in education.

The day before OISE was established there were two and one half people—of whom I was the one half—in Ontario engaged in graduate studies and research and development in this province for what was at that time a teacher force of about 60,000 or 70,000. If you wanted research done, you had to go to the United States.

I've just had a statement from Dean Harold Noah of Teachers' College, Columbia University. He was talking about the role of OISE nationally and internationally. He said one of the things that OISE does is to provide something of a balance in both graduate studies and research. He didn't use these words. What he meant was the massive and overpowering influence of American research and American graduate studies; that really is a very important reason why OISE was established in the first instance. It was to help redress that balance. I could give you data to suggest that balance is changing to some extent.

Mr. Nixon: One of the pieces of work I remember reading in your most recent report had to do with a public opinion poll inquiring about the way the community sees certain aspects of education. Was that an inhouse responsibility or was that all farmed out to professional poll-takers?

**Dr.** Pitt: No. That was an in-house responsibility. This year, simply because we believe it is cheaper, we propose to use an outside poll-taker; but we will analyse the results and prepare the background on it.

Mr. Nixon: I am quite interested in that, of course. Those results are public results, are they?

Dr. Pitt: Yes.

Mr. Nixon: Why would you feel it was a proper thing for OISE to do rather than, say, this ministry? I would think the ministry would be and should be at least as concerned about how people see the education system; maybe they think it is too expensive, or it is too disciplined or whatever. Were you requested to do that by the ministry, or was this an OISE initiative? This was not something that was farmed out from the ministry?

Dr. Pitt: Oh, no. Some of my own people might clobber me for this, but I am the one who took the initiative on that. If anyone is to be blamed for that survey, I am the one. I have always felt it is difficult for any government to have enough information—and continuing information, Mr. Nixon—from year to year so that trends may be discerned and even predicted to some extent. I felt we haven't been providing this kind of thing but it has been done in the United States for some 10 years now. To some extent we followed that model, although I think ours is somewhat better.

Mr. Nixon: Would it be too much trouble to make a copy of that available some time?

Dr. Pitt: Sure. We would be very happy to make it available to every member of the committee, Mr. Chairman, if you wish.

Mr. Nixon: I am happy with that.

Dr. Pitt: I sense this is a very reasonable and sincere concern. One thing you have to remember in looking at educational issues—I suppose it is not peculiar to education—is that there are a lot of people with quite different vested interests in, say, developing a questionnaire or survey of what the educational issues are. You can ask questions in a certain way, not to get the right answer but to sample this area rather than another area. So it is a very complex thing to do, a very difficult thing, and a very controversial thing.

That is part of OISE's problem—it tends to get into too controversial areas, But it has to. It has no alternative. If you are going to try to assess what are the views towards education of the general citizenry of Ontario, then you have to have input from teachers, from businessmen, from ordinary citizens, from home and school people, from people who have children in school, from people who don't have children in school. That is what you have in an OISE survey of educational issues. They have that kind of background. It is a very tricky thing to do.

I would invite from the members of this committee some understanding and appreciation of the difficulty that OISE is in, trying to be in the vanguard of developments in education. We could get into another whole area—values of education. It is obviously a very sticky wicket to defend but somebody has to be into it. We respond to the invitations of school boards. This is not us saying we should have values education—moral education—this is the way to do it. We have school boards coming to us and asking us for help, so we develop it. But once you are into such a thing as values education, it's a very sticky wicket.

Mr. Nixon: It brought down a government in 1945.

Mr. Bounsall: What is your range of expertise at OISE? If you are approached and asked if you could possibly do a piece of research in a particular area, would you be in the situation of saying: "Yes, we could do that but we know Professor X at this university and her particular interest in this line. We could take it on but you may want to go and talk to her first"? Does this occur, or do you feel you have within your institution a complete range of expertise such that you could take on and look at any research project?

Dr. Pitt: I suspect we are more like the automobile salesmen. We wouldn't likely send them to another dealer. At the same time there is no question we do work with others. If you take the interface study, for example, we did about two thirds of that and about one third of it was done by Queen's University by Professor Alan King. That is fine; we work with such a person, particularly when Professor Alan King is a former student of ours.

Mr. Nixon was referring to Mr. McKeough's comment that you could do this research at the other universities. You can do more of it now, largely because OISE graduates now are holding down professorships in those

universities. For example, we work closely with Professor Leonard Popp at Brock University.

Frankly, I think we could do more of what you are suggesting, Mr. Bounsall. Our own vested interest prevents us from doing so, but we do some of it. Perhaps Dr. Churchill, who sits behind me, may be able to identify more for you. My feeling is we should be doing more of this. My impression is we are doing a fair bit of it.

Mr. Bounsall: What projects are you working on now? What do you consider the five hottest, most interesting projects, excluding the ones you may have initiated?

Dr. Pitt: There are very few the director initiates. There is plenty of stimulus at OISE without that. I felt strongly about that particular one.

There are quite a few of them. One thing I have been very impressed with—and this is continuing; it is not something that started this year—has been the computer-assisted instruction which we have developed with the community colleges. I suppose now all but one or two of the community colleges in Ontario employ this system.

In its simplest terms it was in response to a need from the community colleges. Talking to our people, they are saying, "We want students entering our courses in business or economics or whatever it is to have a certain level of mathematics." Maybe it was six years since they took grade 12 mathematics; so they are asking whether we can test them and bring them up to a grade 12 level.

Our people work with the community colleges people and have developed a computer-assisted instruction system—the thing where the student sits down with a keyboard like a typewriter keyboard and has what looks like a TV screen in front of him.

The machine asks him questions, he punches in his answer; the machine responds and says, "You dumb bunny, you've got that wrong"; and gives him another series of questions related to it.

At any of the community colleges where this is in force, you can bring virtually anybody up to grade 12 level in mathematics in about 23 hours of instruction at about \$1.09 an hour, which we hope will come away down in another couple of years.

I spoke to Control Data people and asked them what it would cost if they ran the thing commercially. It would be about \$3.5 million a year for what we were doing then, and that was about four years ago. We have had about 40,000 students on this. The largest effort has been in mathematics education for the community colleges, but we have also

been into nursing education, electronics and several different areas.

That's one thing that excites me. Here's another that excites me, and it's of a completely different dimension. Dr. Garber is working with parents of severely mentally retarded youngsters. He is training parents of mentally retarded youngsters to become teachers of other parents of mentally retarded youngsters, showing them how to teach their children, and he has been very successful. He has worked with only 143 families, but with those youngsters he has worked through those parents to the youngsters to the extent that many of them are learning things they thought they were not capable of learning. They are able to indicate their wishes; they are able to be trained now.

I don't know how one would make the comparison, but it costs something in the order of \$18,000 per year in an institution for such a youngster. If they can be kept at home and continue to have the love and security and affection of parents, as well as learning something of which they are capable, this to my mind-since special education is my own field originally-is really where it's at.

I could tell you of other things. About 50,000 parents are coming into Ontario schools and assisting in the schools on a volunteer teacher assistant basis. Every week they are spending at least half a day. That

program was initiated by OISE.

Dr. Churchill could tell you about the evaluation of immersion programs for bilingual education as opposed to other types of programs. If you wanted to find answers to those things, with the possible exception of Laval on the French side, and you wanted the best-forgive me, ladies and gentlemenyou would have to come to OISE.

I could go on, but I'm sure you don't want

Mr. Bounsall: How many graduate students do you have now?

Dr. Pitt: You mean who have actually graduated over the years?

Mr. Bounsall: No; currently enrolled.

Dr. Pitt: We have 624 full-time students right now, because this is the winter session. We would have about 1,630 part-time students. For the summer session we would have about 1,350 students.

I think you might be especially interested in where our graduates go. We have just completed a study of the last nine years and, considering all of the graduates whom we have been able to identify as to their job positions-and we've got nearly all of them but not quite-more than half of them go to university positions, university professorships or research positions in Canadian universities or faculties of education or whatever. One tenth of them go to very senior positions in the Ontario school system; I'm talking about directors of education and so on. One fifth of them-this may sound insane to you-go to senior positions at hospitals; those are our psychologists who are heading up clinical situations in hospitals where there are mentally retarded children, children with severe learning disabilities, or whatever. One tenth of our doctoral graduates go to senior positions in government right across the country.

The latest appointment as a deputy minister in Manitoba is an OISE graduate. The number one nurse in Canada, the one who represents nursing at the federal government level, is a graduate of OISE. I could name any number of them for you, but again I don't want to bore you. If you'd like to be bored, I'd love to have the chance, simply because people don't know enough about OISE.

Mr. Bounsall: One final comment. I'm glad to know you have no problems at OISE; we haven't heard from you about funding problems, space problems or program problems.

Dr. Pitt: We have a problem. There is one thing I should say, of course. I've forgotten who raised the question about where our moneys come from, but 64 per cent of all our income comes from the graduate studies operation. From our graduate students. There, of course, we are exactly like any other university in Ontario. The ministry gives the same number of dollars for an MA student at OISE as for an MA student at Ottawa, Brock, Queen's or wherever.

Mr. Nixon: Just for clarification, this number is what we provide; right? Is there an additional 64 per cent of the \$16 million? Are we looking at a \$25-million item there?

Dr. Pitt: No. Of the \$17 million you are talking about, 64 per cent comes to us from our graduate students.

Mr. Nixon: You mean 64 per cent of the \$17 million we've been talking about?

Dr. Pitt: That's right.

Mr. Nixon: Well then, why do we have to vote it?

Hon, Miss Stephenson: You're not; you're talking about the block grant which goes to OISE.

Dr. Pitt: Which, excluding the building, is about nine per cent of our income. We have had to go to the contract research to maintain the critical mass of expertise that we need in terms of professors and researchers.

Hon. Miss Stephenson: If I may, just for the information of the committee members: In 1977-78, of the 43 contracts awarded by the ministry. OISE achieved 15 and other institutions 28. In 1978-79, of 47 contracts awarded, 19 went to OISE and 28 went to others. Thus far in the 1979-80 year, OISE has four out of the 10 that have been awarded.

Mr. Sweeney: Given the particular contract research items that were given to OISE, who else in Ontario could have done those?

Hon. Miss Stephenson: If you examine the specific contracts, especially in the area of the assessment instrument pools, I have great doubts that anyone else in the province could have done those.

Mr. Nixon: The assessment instrument pool?

Hon. Miss Stephenson: It is the evaluation assessment mechanism which has been established to provide teachers, school boards and directors of education with the capacity to examine the degree to which the curriculum is fulfilling the need for which it has been developed and student achievement within that curriculum development. There are four specific areas that have been developed in the intermediate division, and two within the senior division, and they will be field-tested this year.

I guess it is one of the responses to the criticism that we don't have the capacity to measure (1) the way in which the curriculum is being applied, (2) whether it's being successful in its application, and (3) whether the young people are absorbing what they should be absorbing, and deducing what they should be deducing, in terms of the curriculum that has been provided.

Mr. Nixon: Isn't there something called an exam? Is that what they are doing?

Hon. Miss Stephenson: No, it's an evaluation procedure.

[5:45]

Mr. Sweeney: A variation of the same question, if I may. To what extent is the criterion that OISE would get a contract rather than someone else a factor of their particular expertise as opposed to such other things as cost?

Mr. Penny: It's a combination of all those items. Price, of course, is very important; also your judgement about the quality of the team that is being fielded, and the validity of the research design and its appropriateness to the objectives we have for the research.

Judgements are made by an interviewing panel on all those points, and on the basis of that combination we award the contract to the team we think that, on a combination of quality and price, is the best deal for us.

Mr. Sweeney: Continuing along the same vein: I noticed the minister listed the number of research contracts going into other places than OISE. Can you give me any idea of the percentage of dollars spent, OISE versus everyone else? Just round figures; nothing specific.

Hon. Miss Stephenson: In 1977-78, OISE received \$442,000.

Mr. Sweeney: No; percentages. Do you have percentages?

Hon. Miss Stephenson: No, we haven't got percentages. No.

Mr. Sweeney: I guess what I'm looking for is, although OISE does not get the bulk of actual research contracts, do your figures show that in fact they get the bulk of the research money?

Hon. Miss Stephenson: Not consistently, no. It depends on the contracts that are awarded.

Mr. Sweeney: Okay.

Mr. Bounsall: Can I infer from your statements. Dr. Pitt, that the level of value of the BIU for this year is adequate to keep the organization running in terms of the research done?

Mr. Chairman: I wonder if it wouldn't be a more appropriate question under the Colleges and Universities votes, Dr. Bounsall.

Mr. Bounsall: I prefaced it by saying I was straying a bit, but he did say they weren't completely without financial problems at OISE. That's what occurred to me, with respect to his reply.

Dr. Pitt: Do you wish me to respond to that, Mr. Chairman?

Mr. Chairman: Perhaps we can deal with that and then move on, Dr. Pitt. Thank you.

Dr. Pitt: Like every other university-level institution, we've felt the constraint over the years and, to be precise, over the past eight years we have reduced staff 36 per cent. The same has happened this year and will happen again next year. I suggested to this same committee, last year, that we would drop 24 staff positions this year. I just double-checked today, and that's precisely the number we dropped. I predict that next year we will drop somewhere between 19 and 24 or 25 positions; so, again, we will drop.

We hope to come down to a balanced budget about three years from now. I should

point out that we have set aside a certain amount of money, about \$569,000, as a revenue stabilization fund, because we can see what's going to happen to us over the next three years. That will be wiped out at the end of a three-year period. We had about a \$1-million deficit—some years it was more, some years it was less—for each year of a three-year period ended in 1975-76. Since then we've been trying to come down to a balanced budget, and we hope that we will reach that point in about three years' time.

Mr. Bounsall: On your staff cuts, are they not severely reducing your effectiveness in being able to respond to the research requests you receive?

Dr. Pitt: Yes. But, like everyone else, when one has less money one gives less service. That's all there is to it; there is no alternative. That's not peculiar to us; that's for any sector. We just have to give less service. For example, today I just put in the budget for my own office, which is scrutinized internally by our budget standing committee. We're talking about our conference office. We have something like 12,000 teachers and leading educators going through the institute every year, with conferences varying from 32 to 600 or 700 people.

They have required that we must raise our fees to teachers on professional development days who are using the services of the institute. They will have to pay more money. There's just no way out. People using our retrieval and reference services in the library who want to find out all the information that is known about, say, gifted children and accelerated classes for gifted children or whatever can come and buy that service from us. It's subsidized, but it has to be less subsidized from now on. It's as simple as that.

In connection with our conference office, if we raise the fees too much, people presumably will not come. There's going to be a certain cutoff point. I don't know what that point is. I think that's a roundabout response to your question.

Mr. Bounsall: By how much are you proposing to raise them?

Dr. Pitt: I think about \$5 is the proposal.

Mr. Bounsall: On what?

Dr. Pitt: It'll be somewhere in the neighbourhood of \$2 to \$25 for a one-day professional development day, if they come into the institute, use our facilities and our reference services.

Mr. Bounsall: What's the current charge? It's a \$2 to \$25 increase on what base?

Dr. Pitt: I'm afraid I can't tell you that. I just don't know. It varies with different conferences.

Mr. Chairman: We'll look forward to the results of the survey you mentioned earlier.

Mr. Nixon, we're now in a position to come to your third point.

Mr. Nixon: I'll probably give the same speech on the next one, Ontario Educational Communications Authority. Maybe you can take it as read. Essentially, once again, it's the best-financed educational television facility in the world. We're told that for that we're selling a lot of our programs internationally and so on. I personally feel that the original debate that ended up in the establishment of the authority certainly had as a purpose to provide assistance in teaching in the classroom. This has been interpreted in the broadest sense, and we have a third network.

I don't want to comment on how good its programs are. A lot of people think they're great, and I'm sure they are. We're already paying as taxpayers for the CBC and as consumers for CTV and Global. While this has, and might have had, a very significant contribution to make in the classroom, I think its present thrust as almost a competing network is not what was envisaged. I think it is an undue and unnecessary drain on the taxpayers. In this, I have the concurrence of the former Treasurer, you'll recall.

Once again—it almost embarrasses me to say it—the original facilities were built by Gerry Moog. The year after he finished OISE he was looking around for something interesting to do, which probably got it off, in my mind, to kind of a bad start. For an arm's-length, world-class facility, I figured we started maybe a little below the ground level.

You remember all the stories associated with that. There were times when ETV had some really substantial problems, political and otherwise. I don't think they're in the midst of that now. They're undergoing a very smooth change in chairmanship. Mr. Ide is retiring and no doubt is going to be retained in a consultative capacity in various aspects. I remember him as an active member of the Ontario Secondary School Teachers' Federation. When he came on to this, I knew he was a very good choice indeed.

I'm not questioning the personnel or the quality of the programs, I am saying—and you can consign me to whatever dustbin you want, Madam Minister—that while it's great to have the very best institute for studies in education in the world, the one that applies its research better than any other, and it

probably is a great thing to have what the chairman will undoubtedly tell us is the best educational television network in the world, I for one could live without large aspects of it and lower taxes. I really feel that.

This thing has got away from us. The argument that they are selling this program or that program to South Dakota and Afghanistan and New York state and California doesn't mean much to me. The question is, why should they? They get more money than any other in the world, and their revenue from that is barely significant when you look at their budget: I just want to register this in your presence, Madam Minister.

Mr. Ramsay: Some time during these hearings, and perhaps it would best be when we are studying the estimates of Colleges and Universities, I would like to see some reach and audience figures for OECA. I agree with Mr. Nixon that the programs are probably excellent, but I wonder what audiences they actually reach. They may reach some of the audiences they are designed for, but I want to know whether they reach a broad audience. I think these figures are available, and I would like to see them if I could.

Mr. Bounsall: This is not the point in the estimates to go into all of this.

Mr. Ramsay: I'm sorry; I thought the Ontario Educational Communications Authority was under the \$7,350,000 right here. We give a lot more then under the other ministry?

Hon. Miss Stephenson: Yes. The other ministry that does provide a great deal more is Culture and Recreation, and that provision is in strong support of the open-sector programming, to which I think the member for

Brant-Oxford-Norfolk is objecting at this stage of the game.

The educational funding that is provided is for the provision of educational programs directed towards the schools, and I am aware that there has been a great deal of activity in that area. You may not see it, because the programming is provided during school hours, but it's also provided during school hours through the taping process that has been developed, for which most schools now have facilities and are able to broadcast the programs developed by OECA at the more appropriate time within the school day for the children.

Mr. Cook is here, and I wondered if you would like to hear precisely what OECA has been doing in the area of educational television per se during the past year.

Mr. Ramsay: I would love to, and I would also love to ask him if Elwy Yost hosting a movie every Saturday night is considered educational.

Hon. Miss Stephenson: No. That is a part of the open-sector programming, which is not the educational programming: Could Mr. Cook come forward, Mr. Chairman?

Mr. Chairman: In view of the fact that we have only about a minute and a half, Madam Minister, perhaps we could have Mr. Cook come forward tomorrow when we meet, if that would be satisfactory.

Dr. Bounsall, do you have a question?

Mr. Bounsall: I have a series of questions right on this topic as well, right in this general area; so when Mr. Cook comes forward tomorrow, we can get into it all.

The committee adjourned at 6 p.m.

## **CONTENTS**

Monday, November 1	19, 1979
Ministry administration program	S-1283
Main office	S-1283
Adjournment	S-1300

## SPEAKERS IN THIS ISSUE

Bounsall, E. J. (Windsor-Sandwich NDP)
Gaunt, M.; Chairman (Huron-Bruce L)
Nixon, R. F. (Brant-Oxford-Norfolk L)
Ramsay, R. H. (Sault Ste. Marie PC)
Stephenson, Hon. B.; Minister of Education (York Mills PC)
Sweeney, J. (Kitchener-Wilmot L)

From the Ministry of Education: Fisher, Dr. H. K., Deputy Minister

Penny, D. A., Executive Director, Planning and Policy Analysis
Pitt, Dr. C. C., Director, Ontario Institute for Studies in Education





No. S-45

# Legislature of Ontario Debates

Official Report (Hansard)

**Social Development Committee** 

Estimates, Ministry of Education



Third Session, 31st Parliament Tuesday, November 20, 1979

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

### **CONTENTS**

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario. Editor of Debates: Peter Brannan.



# LEGISLATURE OF ONTARIO

Tuesday, November 20, 1979

The committee met at 4:09 p.m. in committee room 1.

# ESTIMATES, MINISTRY OF EDUCATION

(continued)

Mr. Chairman: There has been a suggestion, and perhaps it could even be called a loose agreement, to complete the first vote this afternoon. There are severe time constraints. We are running behind in terms of what we had hoped to achieve. The second vote in the ministry is the really big vote, and we are a piece off that as yet, so I hope we can move along, and perhaps this afternoon complete the first vote. Having said that, I believe we left off last night at the point where Mr. Walker was going to give us a brief resumé of what is happening at the Ontario Educational Communications Authority, Mr. Walker, if you would wish to do that, perhaps we could proceed.

On vote 3101, ministry administration program; item 1, main office:

Mr. D. Walker: Thank you, Mr. Chairman. I believe there were three general questions asked by Mr. Nixon yesterday. One concerned funding, another utilization, and the third was directed at physical facilities occupied by the OECA.

OECA, as you probably know, is a network of nine television transmitters plus 45 down stations for the ANIK/B high-powered satellite. This distribution by satellite is experimental until May in an arrangement made with the federal government. We hope it will extend beyond May. It is a co-operation arranged through several Ontario ministries; Northern Affairs; Education; Transportation and Communications, and Culture and Recreation. It is a very interesting co-operative venture.

The OECA budget is \$23,600,000 this year, of which 85 per cent is provided in two grants, one of which is before you. The 15 per cent, which is indicated in that breakdown, comes about through the sale of our programs in the United States principallymaybe even Afghanistan. There are many other countries involved besides the United States, but the dollar volume comes from

there, as well as coproduction activities we enter into with other broadcasting organizations. In other words, it's entrepreneurial effort which makes up that 15 per cent.

Speaking to the grant from this ministry, \$7,350,000 represents a reduction of 4.5 per cent on the previous year's grant, and so the 15 per cent that we earned by our own efforts is extraordinarily important in that particular environment. The inflation that we encounter is approximately nine to 10 per cent on top of that, so the effect of the cut, which was \$1,200,000, is approximately 25 per cent on the ability to deliver service.

The increase on the Culture and Recreation grant last year was 2.2 per cent, so the overall effect of the two grants was a reduction of about 4.5 per cent, which, plus 10 per cent inflation, meant an overall reduc-

tion of 15 per cent.

The audience during the same period increased 40 per cent. The unduplicated weekly audience figure estimated by the Bureau of Broadcast Measurement is about 1,650,000. I will come back to utilization in just a moment, but the funding question asked yesterday was directed from the point of view that we were the best funded educational communications organization in the

It depends on perspective, of course, but if we look next door in Quebec, the annual budget of Radio-Quebec is \$32 million currently, plus \$6 million from the SGME, the production wing of the Department of Education, which uses Radio-Quebec as its distribution. Radio-Quebec broadcasts in one language. Of course, 17 per cent of our programs are in French. Radio-Quebec does not provide learning systems: in other words, there are no tutorials, teacher-guides, learning guides which we provide. They simply make the programming.

Other comparisons are perhaps WNET channel 13 in New York, which is a nonunion station-we are unionized-which has roughly the same amount of original production each year. Their budget is \$40 million American, and their staff is about 500. Ours

ACCESS Alberta, the similar agency there has a budget of \$10,100,000, basically for the support of a radio network. They purchase air time on commercial television stations, for the release of a very few hours of programming each week. We provide 5,400 hours of programming a year, all through the funds provided in the manner I just discussed.

[4:15]

On utilization, the question was put from the point of view that TVOntario probably could go out of existence without a substantial difference in the educational system. It happens that about 33,000 of the 92,000 teachers in Ontario, or 38 per cent, regularly use TVOntario programming in their work. Over 90 per cent of elementary schools and between 85 and 90 per cent of the secondary schools use TVOntario programming, both in the broadcast mode and in non-broadcast distribution.

The question might arise as to why this happens, and I would like to read three sentences from a report just published by the Conseil Superieur de l'Education in Quebec. It's from a report called Television and Values in the Educational Project, and after four years' study this report was issued as the leadership statement of the Quebec Department of Education, directed at its schools. This is a great abridgement of what they say:

"If schools remain cut off from all aspects of television—planning its development, producing and broadcasting programs, viewing, examining, and analysing the effect of television messages on the individual in society—how can they pretend to be at the heart of the educational process, or the process by which values are chosen and assimilated by the young? The need for reflection does not end by reading this essay, but the process of reflection must then be followed up by decisive and sustained action."

One would assume in the budgets of Radio-Quebec and the SGME, which I've discussed, in fact that policy is being implemented. Another index of utilization is the fact that through a leasing arrangement that TVOntario was able to obtain at no cost to itself, last year better than 500 new pieces of reception equipment were put into the schools of the province, which they chose to buy themselves.

On the last question, which was concerned with the physical facilities of the OECA, I believe in the 1973 estimates a very long and detailed report on the tendering process used for the Canada Square building, where we're located, was tabled and it was pointed out the arrangements that had been made with Canada Square were the most

advantageous that could be made at that time. We initially paid \$6.95 a square foot, and the next closest bid was \$7.25. The escalation clauses in the rent since then mean that we now pay \$7.13. On the basis of a study made by LePage of real estate in that section of town, the average rentals are \$9.25-\$12 in the same area, so we believe the original negotiation has served us well over the say in response to yesterday, but I am open to other questions if there are any.

Mr. Ramsay: Mr. Chairman, at the end of the proceedings yesterday I made a couple of comments that might indicate I look with disfavour on TVOntario. That isn't the case. I find much to commend it for. I do, however, look with envy on their facilities and their budget for programming and technical equipment. I worry a bit about their distribution. I worry about the reach they have with their educational programs.

Mr. Walker has just made a statement that audiences have increased 40 per cent in spite of the fact that your budgets have stayed fairly constant, and I'm just wondering whether those audiences have increased through an improved distribution system—TVOntario is now viewed in more commuties and over more cable systems than ever before—or whether it has increased through improved programming.

I also made a comment about the movies that are being shown on Monday night, and wondered whether that was truly education or whether it was entertainment. I was correctly told this did not come out of the Ministry of Education budget, this came out of the Culture and Recreation budget, so therefore I should leave my comments in that respect to their estimates and stick strictly to the \$7.3 million that is being talked about in these particular estimates.

I would like to follow up and ask Mr. Walker if he could tell me a bit more about the distribution of the educational programs, and the audience of those programs, and just what is the cost per thousand, so to speak, in respect to your budget.

Mr. D. Walker: I can give you cost per thousand, perhaps separately, outside this meeting, but I can tell you the distribution system was as it presently is, when I say there was a 40 per cent increase in audience. The reach averages 20 per cent in Ontario, from a high of 27 per cent in Windsor, which is the most difficult part of Ontario to reach. We had a team of six students going from door to door in Windsor this summer telling people how to turn their antennas towards

TVOntario. They were a very lively group, so we are waiting for the next set of numbers to see whether they improved the situ-

ation in Windsor.

As far as the school audience is concerned there is no way of effectively measuring that, beyond the surveys we do using teachers. If 33,000 teachers are involved, and if you make the assumption each may be looking after 20 students, which is surely quite conservative, you will find some indication of the number of viewers in the classroom.

The reason it's difficult for us to put a number to it is that there are two modes of delivery. We distribute 35,000 tapes each year to schools throughout the province, but also schools increasingly—over 85 per cent—have recording machines, and they record off-the-air and sometimes those recordings are played back in single classrooms. Sometimes they are distributed, as in London and Timmins, for example, through 2,500 megahertz redistribution systems. Of course, we buy rights in such a way that off-air copying of all of our programs is permitted for schools, for exactly that purpose.

Mr. Ramsay: I don't want to go into this at too much length. Most of my concerns are really with that portion of the budget which is covered by Culture and Recreation and I'll take it up at that time. Again, I would just make the observation that I've watched TV-Ontario grow over the years and there is much to commend it. I still worry, though, with the restraints we are observing in our government today, whether or not \$26 million is being well spent, and I leave it at that.

Mr. Sweeney: Could I clarify that overall figure you gave? I copied one down here, but I don't think it's right. What was the total figure you gave us?

Mr. D. Walker: Total budget?

Mr. Sweeney: Yes.

Mr. D. Walker: Total budget is \$23,632,-600.

Mr. Sweeney: Okay. I had another figure down. It was obviously wrong.

Mr. D. Walker: Of that, the two grants are \$7,350,000, and—sorry, I did make an error—\$12,496,700 from Culture and Reccreation.

Mr. Sweeney: That gives you close to \$20 million. The other \$3 million comes from the sources you described.

Mr. D. Walker: That's right.

Hon. Miss Stephenson: There is also the MCU portion.

Mr. D. Walker: There is \$750,000 from Colleges and Universities, which presumably will come up in a later session here.

Mr. Sweeney: In round figures then, the total amount of your budget from various government ministries would be in the neighbourhood of \$20 million to \$21 million, and you raise from your other sources by selling materials, \$2 million to \$2.5 million.

Mr. D. Walker: That's correct.

Mr. Sweeney: This question of location to what extent is it necessary to have yourself located in such a high-priced area? Where else could you have located that would have been less costly?

Mr. D. Walker: We're going back a number of years when there were perhaps more options than there are now. Certainly at that time the tendering process produced the option that was the most economic.

Mr. Sweeney: So the tendered price you quoted before referred to a breadth of location not just, "We want to be in that particular spot; what can you get for us in there?"

Mr. D. Walker: That's correct. It was desirable that we be located on or near the subway line for a variety of reasons. That was certainly one consideration. A central location in Toronto was a consideration.

Mr. Sweeney: It also increases the cost.

Mr. D. Walker: No, in terms of what we could have had at that time, and we're going back now to 1970—

Mr. Sweeney: Yes, I appreciate that. That's the range in which I'm asking my question.

Mr. D. Walker: At that time that was the best possible location at the best possible price.

Mr. Sweeney: What percentage of your broadcast time is devoted to elementary and secondary school type of programming?

Mr. D. Walker: Approximately 38 per cent at present. But the programs are frequently repeated, so through multiple use that probably is more than 40 per cent.

Mr. Sweeney: What changes have been made in the last year with respect to distribution in the more remote type of communities?

Mr. D. Walker: The main change has been through the experimental use of the ANIK/B satellite. It enables our signal to reach northern parts of Ontario that were never reached before. As I mentioned, there are 45 down links from that satellite which will be in place by the end of the calendar year. These down links sometimes connect

with cable systems, as in Fort Frances for example; sometimes with institutions—I think in Moosonee, for example, although I'm not quite sure of that; and sometimes individual homes where the family is tolerant enough to invite all the neighbours in. That's in very small communities.

There are approximately 120,000 people beyond our signal area and we think that through these means we have probably been able to reach about 40,000 of those. It becomes a very high cost proposition to cover every person in Ontario, as you know.

Mr. Sweeney: Would you have an educated estimate of the percentage of schools in the province that could not receive your programs through one of the means you have described?

Mr. D. Walker: It would seem that very close to 90 per cent of secondary schools and 90 per cent or over of elementary schools are already receiving them.

Mr. Sweeney: When you say receiving, they are either within your direct broadcast range, or through the satellite? Or are you also referring to the mail-out cassettes, or cable?

Mr. D. Walker: There would be four possible means of distribution.

Mr. Sweeney: Are cassettes sent to areas where there is no other means of reception? I don't mean exclusively, but is that for some people their only means of reception?

Mr. D. Walker: Yes it is; and there is a special subsidized price for cassettes for those areas.

Mr. Sweeney: Roughly what percentage of schools would that entail? Is that a big number or relatively small?

Mr. D. Walker: It is very small.

Mr. Sweeney: Less than 10 per cent? [4:30]

Mr. D. Walker: Yes. There are certain parts of the province where there are vigorous debates between schools and cable companies on the rates that are being charged to schools for cable hookups. These can be very high in some places in the north. It can run to \$500 or \$600 a vear per school. We are working very actively to see if that can be changed. That does inhibit some distribution to some schools. Of course, rural schools cannot connect to cable companies at all.

Mr. Ramsay: One point I think we may be missing here, and I think it is a valid point, is that certain areas of northern Ontario which suffer, depending on how you like to look at it, from a lack of diversity of television signals—they probably only have the

CBC signals if that—do get alternate viewing through TVOntario. As a result, the TV-Ontario service in those communities is extremely important, not only from a matter of education but from a matter of social activity, culture, entertainment and so on. I think that point should be read into the record.

I also note with interest that certain cable companies are charging \$600-\$700 a year. I know the system in Sault Ste. Marie wires all of the schools and provides the service free of charge.

Mr. D. Walker: I congratulate them. That is very often the case, but unhappily some cable systems charge the schools on the basis of the number of rooms that are wired; that is where the large charge accrues.

Mr. Bounsall: In the minister's statement she indicated three what I thought were rather nice developmental programs you had done at OECA. One is that 18-program series on fitness and nutrition, Body Works, another on Your Health and Alcohol to be used in the intermediate division, and having sat on the highway safety select committee a few years back I liked the three-film series dealing with drinking and driving that melded in with the driver education program. Those, to my mind, are all programs which would be very usefully viewed by every student in our society—in fact by almost everybody, not just children.

When you do something of that nature, do you also do it in French so that children in the French system get these major series as

Mr. D. Walker: Not all.

Mr. Bounsall: The 18-program on Body Works?

Mr. D. Walker: That one is not available in French. Not every program is done in both languages. The requirements of the French system are sometimes different from the requirements of the English. There is a great deal of concern, for instance, that young children learn to speak French well—

Mr. Bounsall: I am not talking about learning French. I am talking about the immersion schools that receive all of their language of instruction in the classroom in French, of which there are many and which my children attend. What I am saying is these three programs are not geared to ever being received by my children in the classroom context?

Mr. D. Walker: Those particular programs, are not, but there are many others and some of them on the same subjects that are available in French. For instance, there was a

two-program series Introspec last year on the French side of our operation which dealt with alcoholism. There will be parallel cover-

age of topics.

What I was attempting to explain was that the concern for assimilation and the concern for proper language use early in life is one of the preoccupations of our French programming section. That accounts for the difference in program content you might find in the French schedule compared with the English schedule. There are different emphases.

Mr. Bounsall: What you are saying then is that you can easily do your 10-program series on Body Works in French should your French division so decide it is worth it?

Mr. D. Walker: Yes. It is also a money question, but the answer is yes.

Mr. Bounsall: Okay. I want to come back

to the money question later on.

I have seen some of your material, the Readalong material that you use in grades one, two and three, and I am somewhat impressed by it. However, are you making a start on the adult illiteracy programming? I have your publication. That's My Name, Don't Wear It Out, and have looked through it. One can certainly see its use in a setting in which there are adult illiterates trying to become literate. I am not quite so clear on some of the other programs you have that ere used in adult literacy, The World of Darkness and The Ugly Little Boy. I am not clear on how that is used. It is not laid out the way it is in That's My Name, Don't Wear It Out.

Are you able to make a start on that? How are you publicizing it? We on the Bill 19 committee heard from the people concerned with adult illiteracy about the excellent use of TV being made in England to convince adult illiterates that something can be done about it and where it is they should come to get it. What are you doing in that area?

Mr. D. Walker: We have had three annual projects designed to help adult illiterates in the sense of motivating them to find help, which is often one of the largest problems. There are an estimated 880,000 adult illiterates in Ontario, meaning people who have managed less than eight years of schooling. About 500,000 of those are in our signal area, so we feel a considerable responsibility toward them.

There has been an effort in the past through the three annual projects to have friends and relatives help adult illiterates to seek assistance elsewhere. We have a major proposal before the ministry at this time for continuance of this work. However, with the reduction we took last year it was not possible to carry that out in the current year. We have some expectations that perhaps we will be able to start more rigorous work in trying to deal with the question.

Mr. Bounsall: By work and dealing with the question, do you mean further programs of the type, That's My Name, Don't Wear It Out, or further advertising to adult illiterates that there are places they can come to correct their illiteracy, or both?

Mr. D. Walker: There was a very concerted series of programs designed to help adult illiterates read better, write better and express themselves better. Those things were offered in the three programs you have reftrred to. I couldn't pretend that one program would make any difference in the life of an adult illiterate and therefore I agree with you it is a question of advertising sources of help rather than really offering help in the three projects we have done. If we are able to go ahead with this major project it may make a difference to some people.

Mr. Bounsall: The major project would encompass what? What are you asking for in the major project?

Mr. D. Walker: We are asking for the ability to plan and deliver programs which will help people read and write. You mentioned the BBC example. That is a stunning piece of research and we are well aware of it. It has been a very successful project in the UK. As you know, half the battle with adult illiterates is to have them face that fact. We have a very interesting case. We have panels of people who are brought in to evaluate our programs. We have a laboratory in the basement of our building for that purpose.

Recently we had a group of 30 adults in. They were to come back weekly to review different programs and give their opinions on them. Week after week one man seemed to have lost his glasses. He'd left them at home or he had lost them. It turned out that he was unable to read. We often pretend there are very few people like this in our society. There are many, but having them declare themselves is a very difficult problem.

Mr. Bounsall: Unless I am mistaken the BBC programming, as it was described to us, was geared mainly to get the adults to recognize their need, not be defensive about it, and go to a centre where adults were taught to read, rather than programming which they would sit in front of their set and watch. Is that correct?

Mr. D. Walker: No, it is not correct. The BBC produced programs which taught reading and the bases of writing. They produced work books which both the teachers of such people and the people themselves could use at home if they wished. They are attractive and adult. They are not designed for children, as so often is the material that adults who cannot read try to use. We intend to do that kind of thing. It is nice to be able to think of buying the BBC package holus-bolus but there are very strong cultural differences in the material offered. We would really have to create our own if we expect to make a success of it in this country.

Mr. Sweeney: Is that what they are doing now, or is that what they were doing and deemed not to be satisfactory? I am a little confused here.

Mr. D. Walker: No, it is quite a success in Britain. They are still doing it.

Mr. Sweeney: The impression I got, and I think my colleague got the same impression, was that the English people had tried several different systems, one of them being television, and had decided that several of their systems were not working effectively, one of those being television. We had described to us some of the things you just said, but we were clearly given the impression that TV was not deemed a satisfactory way to go. Obviously we got the wrong message. Is that what you are telling us?

Mr. D. Walker: I've never heard that it was not a success.

Mr. Sweeney: That is a couple of months ago.

Mr. D. Walker: Recently I've seen some figures on the number of books they have sold to go with those programs, which can only be used effectively with those programs, and it was an impressive sales record.

Mr. Bounsall: Would those book sales be to centres or groups to which adult illiterates came, and were they being used in those centres or were those sales to individuals?

Mr. D. Walker: I can't tell you that.

Mr. Bounsall: If they were to individuals I could see them watching it on TV and getting the book that accompanies it, but if it is to a centre at which help is given to adult illiterates, in which case the program would be geared to getting them to that centre, those are two different aspects.

Mr. D. Walker: I can't tell you. All I can tell you is if you walk into a bookstore on Tottenham Court Road—and there are some sleazy ones I will admit—you can find

those books in most of the stores. Either they are using shelf space foolishly or the books are really being moved and I think they are being moved. I have never heard that literacy project was a failure. I have heard comments about Open University but I haven't heard that about this.

[4:45]

Mr. Bounsall: I don't think it was a failure. There is just a difference in understanding how television was used to help with the illiteracy problem. I understood that it was geared to convincing the adult illiterate to go to a centre at which he could get help, as opposed to, in your terms, buying the additional material with which to help himself and sitting before the TV.

Mr. D. Walker: I think it worked on a number of levels.

Mr. Bounsall: In the absence of much funding from any other source, directly from this ministry or from the Ministry of Culture and Recreation for the adult illiteracy program, anything your organization can do to start attacking this very obvious problem should be highly supported. Am I correct in saying your request is for moneys to produce a series that would actually be shown on television which the adult would watch in his own home.

Mr. D. Walker: That is correct.

Mr. Bounsall: How much money do you need? What are you asking for? How many programs are you going to produce?

Mr. D. Walker: I cannot remember the amount of money required. I can get that information for you.

Mr. Bounsall: Are you in contact with the groups? Some of them are very enthusiastic, the one in Toronto, the one in London, the one in Kingston that I ran into informally.

Mr. D. Walker: Yes, I have been.

Mr. Bounsall: Those groups involved in trying to help the adult illiterates?

Mr. D. Walker: There has been a great deal of consultation with the Movement for Canadian Literacy and so on.

Mr. Bounsall: Do they come in and advise? What type of contact do you have with them?

Mr. D. Walker: They would advise, yes, with this one at hand.

Mr. Bounsall: They would be involved in an advisory capacity?

Mr. D. Walker: It is a highly specialized business and we do not have all the specialties on staff that are necessary for this particular kind of thing, so we must consult. What we have done is to sketch out the grounds, based on what we know and the consultation we have had but, of course, we have to have help on a freelance basis and that is one of the reasons for this approach for money.

Mr. Bounsall: I don't know whether you need to buy the help of all those enthusiastic volunteers who are out in the field trying to deal with the adult illiteracy problem in their own areas. They seem to be completely volunteer in the Toronto, London and Kingston areas. I don't think we have anything in Windsor, I may be wrong, but I don't think we have anything there now, or in Hamilton.

Hon. Miss Stephenson: Hamilton and Niagara both have them.

Mr. Bounsall: I haven't bumped into them yet. They do all this on a volunteer basis. If you paid them they would probably put the money into the adult illiteracy activities in their own community. I am not suggesting you don't pay them because this may well be where they will put it, but you may get some very enthusiastic advice and help from these persons who are enthusiastic to get the program going, to get anything going that can help, and they may not expect consultant fees. This is not to say I am not supporting you in your thrust for funds for this area. I just want to make sure the funds are well spent, in terms of the hoped for results for the moneys given.

You said in effect you have had a 15 per cent cut in budget, bearing in mind the costs you've got and a reduction in your budget. What activities did that cut into? That is a fairly severe cutback in one year. You've mentioned you were not able to continue with activities in the adult illiteracy field that you had hoped to. Where else are you

hurting, or was that just fat?

Mr. D. Walker: I am afraid it wasn't fat. I don't know how deeply you want to go into it. There was a reduction of about 40 man-years in work.

Mr. Bounsall: Forty man-years?

Mr. D. Walker: Yes, through staff cuts. There was the cancellation of distribution to the CBC network. We were unable to pay the CBC and its affiliate stations and the affiliate stations were unable to donate the service to us though, in fact, they did make the Ontario French network available for French school programs in remote parts of the province.

Mr. Bounsall: By remote do you mean northern?

Mr. D. Walker: That's right. There were also capital cuts made and postponements made in the acquisition of equipment, but the major cutbacks were in slowing down production, or cancelling production, in a whole range of series. I am afraid the impact there fell most heavily on the intermediate level, grades seven and eight. We were unable to start working on projects that we had planned in business education, technical education and teacher education.

The major impact will probably be felt this year, because we had a great number of things already under way, finished, purchased or in the can by a number of other means. We think in the 1980-81 year we are going to have a reduction of about 35 per cent in the number of new productions, so

that is very serious.

It is evident what is happening on the cost side. The advertising agencies, for instance, are charging 20 per cent more for production this year. We expect an increase of about 18 per cent on our costs, so this helps to contribute to the production cutbacks we think we will have to undertake.

Mr. Ramsay: If a series was good last year, and many of your series are excellent—some of the finest in the world and I am the first to admit that—are they not good next year?

Mr. D. Walker: We buy five-year rights in all our materials. Most of the materials are used for five years, and most of the materials are used between three and four times each year; so there is a continuing life. Our objective would really be to replace 20 per cent of our programs every year, with that rights use in mind.

Mr. Ramsay: The cutbacks are prohibiting you from doing that 20 per cent?

Mr. D. Walker: We will have to acquire more programming, rather than make it, and those opportunities mean the Canadian emphasis in some series may have to suffer. For example, we've had a very useful series of geography programs which were produced with the co-operation of geography teachers in the province. They want materials on North America, but from a Canadian perspective. It is very doubtful that we will be able to do that series. Instead, we will try to supply those materials, buying abroad in the United States where these materials are cheap.

Mr. Ramsay: None of your programming has a life span through contractual arrangements of more than five years?

Mr. D. Walker: Oh, yes, we can renew. Many of them are renewed. Mr. Ramsay: At a lower price than the original production cost?

Mr. D. Walker: Oh, yes.

Mr. Ramsay: Which again would be a saving. You mention you saved some money this year by not renewing your contracts with the CBC. A lot of those contracts or the distribution in that manner, using the CBC, was redundant in any event, was it not, because of your own improved distribution system?

Mr. D. Walker: Yes, but I am talking about the net difference. There were communities which were reached only by the CBC network, and were not reached by our signal.

Mr. Bounsall: I don't quite know how to wind up my thoughts. I am concerned that you had this kind of cutback. One hears from time to time-once three or four years ago in estimates-about some of the administrative inefficiencies and so on that occurred with your organization, but by and large there was never very much criticism of the kinds of programs you were producing, and the enthusiasm with which many of them were received. It does disturb me that you are finding yourself, in financial terms, not able to make the Canadian type of productions we would like to see as educational material in our school system. I would hope you are much more successful this year. Perhaps we should ask the ministry why, in this past year, has OECA had that size of a cut inflicted on it?

Hon. Miss Stephenson: The requirement to ensure that there was a reasonable advance in the budget for each of the portions of the educational system designated that there would be limitations to the increase for all of them. There was a limitation of the increase in the OECA provision which matched, as a matter of fact, the limitation which had been imposed upon OISE the year before.

Mr. Bounsall: As a minister, are you happy with the restraints under which you have had to put OECA? You've heard about what they cannot do, and the series they cannot start. What is your viewpoint?

Hon. Miss Stephenson: We have never underestimated the ingenuity and the capability of the staff at OECA to do a number of things, even with limited budget increases. I haven't been disappointed, as a matter of fact. But, Dr. Bounsall, I have to tell you that nothing would make any minister happier than to give away all the money that everybody wanted. That is not possible.

Mr. Bounsall: Do you think they have over-produced in the past?

Hon. Miss Stephenson: No, I am not sure they have overproduced in the past. I don't have any indication there has been an overproduction. One of the points Mr. Ramsay was trying to bring forward is one that probably should be examined perhaps a little more carefully: because I wonder whether indeed the programming, which has been established several years ago by OECA, more than five years ago, and of very high quality, is in fact so outdated that it could not be used to a greater degree than it is at present, or some of those things it has purchased from other producers as well.

Mr. Bounsall: Here again, dealing with the mathematics, the arithmetic type situation, there isn't a cultural content in that; there is no Canadian or US or Brazilian arithmetic per se.

Hon. Miss Stephenson: I am talking about the kinds of materials, for example, which OECA produced, which had a Canadian cultural content, but are more than five years old.

Mr. Bounsall: Yes, that is what I am saying. I am concerned at the Canadian cultural component of any of their programs being lost if they had to purchase elsewhere; that those Canadian cultural components, those culture sensitive areas be continued to be produced by OECA, rather than purchasing abroad.

Hon. Miss Stephenson: OECA has a capability. It is my understanding that Body Works, for example, was in actual fact developed by—I guess you would call it a consortium—of the National Educational Television—no, AIT in the United States, and OECA, because there are some areas, such as physiology and anatomy, which are quite international. There really isn't any Canadian component to that.

Mr. Bounsall: In North America you get a nutrition side which would be almost identical.

Hon. Miss Stephenson: Yes, exactly. OECA has developed this kind of capability to function with other agencies in the production of some of those types of programs, where indeed, the Canadian culture component is important. I think OECA has attempted to do a very good job, and has succeeded in doing it.

Mr. Bounsall: We have heard the problem with the geography series, that they may not be able to do it: are there any others you had proposed that you weren't able to do; or if your funding doesn't at least keep up with the increased costs you have told us you are going to have, you will not be able to produce those that are culturally sensitive?

[5:00]

Mr. D. Walker: I don't know if I agree with you that some things are not culturally sensitive. I don't know if I agree that arithmetic is arithmetic. I think there's a great effort now to teach arithmetic—I'm not an expert in this field and others in this room probably are—by deriving for intermediate students the general principles of mathematics from specific examples.

If you take specific examples, you're in the cultural domain already. In Canada, we're buying lumber in metric dimensions. In the United States, you certainly are not. So materials, if they deal in examples, are bound to involve some kind of cultural interest. As a matter of fact, that's the reason that series had to be postponed.

Mr. Bounsall: If I may interrupt, we're not in the days where the United States and Canada have the same measurement system. We're in the days when we're not. It's quite true there would be things in the examples in which the applied arithmetic is taken that certainly would not be appropriate for school systems now because they're in the old system, the English system, of measurement rather than the metric. That's true.

Mr. D. Walker: A good teaching program is based in a culture. You have to reach students and motivate them and turn them on. Those ingredients have to be there, not simply the theory.

Mr. Cooke: Do you find when you have to use the foreign programming, in particular the American programming, your programming then gets used less in the school system?

Mr. D. Walker: No, but it's very carefully selected for the school system. No, there have been some American series which have been very successful indeed.

Mr. Cooke: What about this geography program which you are now not going to be able to produce yourselves, and will probably have to use an American program?

Mr. D. Walker: Well, we'll see.

Mr. Cooke: If that happens, would the teachers use an American program from an American perspective, or would they prefer to just teach it themselves and not use the television series as a backup and as an assistance?

Mr. D. Walker: You can't take everybody in a class to the Great Salt Lake. It depends. Probably in geography, as in few other subjects, the full use of television and film is indicated. Again, though, by careful selection it might be possible to find materials. This is not in my domain, but it might be possible to find materials that would work.

However, the recommendations of the discipline committee, formed by geography teachers from all over the province who have screened all of the available materials, was to create a series. That was their first choice.

Mr. Cooke: When we talk about OECA reaching the remote areas of the province some people forget that down in my area and my colleague's area we get only one network besides your network that's Canadian. We receive only the CBC. All the rest is American programming, and even CBC, of course, is dominated by American programming.

I certainly appreciate, and I'm sure many people in my riding appreciate, the alternative that's provided by your television network so we can have some Canadian programming.

Hon. Miss Stephenson: Perhaps we should ask Mr. Bounsall and Mr. Cooke to pursue the course OECA had taken this summer to try to persuade the users of educational television to become more vigorous in their support of OECA in the Windsor area.

I think you were chatting at the time Mr. Walker was mentioning that the low area of the province in terms of the use of OECA was Windsor.

Mr. Cooke: One of the problems in the Windsor area is the reception. I get very good reception because I have a rotary antenna.

Hon. Miss Stephenson: That was the purpose of the summer project, as a matter of fact, to instruct people about how to rotate their antennas.

Mr. Cooke: Not everyone has a rotor on the antenna.

Hon. Miss Stephenson: You don't need a rotor.

Mr. Cooke: Their antennas are aimed at Detroit.

Mr. Bounsall: My set doesn't pick it up at all, unfortunately—well, with great fuzziness and lots of sound.

Mr. D. Walker: If you do the right things with a coat hanger you can probably get it.

Mr. Bounsall: My coat hangers don't last on top of the TV.

...Mr. Rowe: I'd just like to share a few comments I received in the mail the other day that really sort of summarize what has been discussed this afternoon. I presume they'd be directed to the minister as much as anyone, because they have to do with the reduction of the proposed budget by \$1.2 million. It also strongly supports the work which Mr. Walker and the OECA are attempting to do. To save time I'll gloss over the letter very quickly:

"You will be aware that the Ministry of Education has withdrawn \$1.2 million from its support to OECA. This follows a few years of holding to a flat line while inflation has persisted, which, of course, really exag-

gerates the effect.

"In my view the action is ill-conceived and unfathomable. I've had the good fortune to be associated with educational TV in one way or another for several years. During that time I've been able to follow its progress from humble beginnings as a branch of Mr. Davis' former ministry, to the enviable international status now enjoyed by OECA.

"The growth has been phenomenal. Quality of production is very high." That's a pat on the back there, Mr. Walker. "Programming is readily available; equipment is simple and more affordable than ever before. The coming together of these factors has made it possible for many boards of education to at last provide a meaningful educational television experience to students and their teachers.

"I am sure you understand my concern. It has taken almost 15 years to reach our current status. We finally have our ETV systems on the rails. The need for continuing support has never been greater. Why then does the ministry see fit at this time to take an action that can only increase costs to the ultimate user, decrease the number and quality of productions and reduce services available? Incomprehensible."

Perhaps the minister has answered the concern in there to a certain extent.

Hon. Miss Stephenson: I'm sure it's incomprehensible to anyone who's actively involved in the production of educational television.

Mr. Rowe: That also points out the effective use of it and the beneficial effect of its use, I should say, to the educational community.

Hon. Miss Stephenson: I don't think there's any doubt about that at all, but in days of restrained budgets everybody gets restrained.

Mr. Rowe: Just like home.

Item 1 agreed to.

On item 2, financial services:

Mr. Sweeney: What has happened to the ministry's reaction to the cost of education report? Where's that at?

Hon. Miss Stephenson: The McCarthy report?

Mr. Sweeney: Yes.

Hon. Miss Stephenson: That has been a part of the documentation which we have been examining in conjunction with the Pogue report and in conjunction with a number of other reports, and will be a part of the basis of the presentation which we'll be making shortly, and about which I informed the Bill 19 committee.

Mr. Sweeney: The Jackson report reaction by your ministry will also include—

Hon. Miss Stephenson: It's not a reaction. It's a very comprehensive paper, as a matter of fact. We have examined those reports as well as other reports.

Mr. Sweeney: This so-called reaction or comprehensive paper then is not, at least as I understood, obviously—

Hon. Miss Stephenson: It's not a pure Jackson report, right.

Mr. Sweeney: That's what I was going to say. There was a very large range of items in the McCarthy report, if you want to call it that.

Hon. Miss Stephenson: Yes, and some very interesting contradictions in the earlier recommendations, the later recommendations and the final recommendations.

Mr. Sweeney: All I wanted to know is that it's going to cover that report.

Hon. Miss Stephenson: It's not going to cover every single item, because all of that material has been taken into consideration in the development of the paper.

Item 2 agreed to.

Items 3 and 4 agreed to.

On item 5, information services:

Mr. Bounsall: We have a couple of questions on this side on information services, although I'm not sure whether it's information services I want to speak on or information systems and records. Which area would that be?

Hon. Miss Stephenson: Information systems? I think it's item 9.

Mr. Bounsall: That deals with cataloguing and keeping track of various facilities and what have you in the province.

Hon. Miss Stephenson: And student records and other things, yes, that's item 9.

Mr. Bounsall: I have nothing on item 5 per se.

Mr. Grande: Do I understand correctly that Dimensions comes under this particular item?

Hon. Miss Stephenson: Yes.

Mr. Grande: Could you find out about a commitment the former Minister of Education made to me during these particular estimates that an article would be written in Dimensions by ministry staff to inform boards of education that bilingual education for young children is already a policy of this government? It would seem to me at this time it would be very much apropos, given the 6,000 Vietnamese kids we're going to have in our schools. It would be a good idea if boards would initiate the program we were talking about a long time ago to teach English, from Vietnamese to English, so we'd have that kind of a bilingual program.

As I say, it was promised by the Honourable Mr. Wells three years ago, in 1976, and

I'd like you to follow it up.

Hon. Miss Stephenson: I know nothing about it.

Mr. Grande: I'm asking you to look into this matter. You have repeatedly answered questions on the Order Paper by saying that already the Education Act allows bilingual education to take place in the early grades, so the mother tongue of the child can be used as the language of instruction, temporarily anyway, until it acquires the desired competency in English.

If that article has not been written—and as far as I know it has not been written—it should be written so boards of education which may want to institute a bilingual program for the Vietnamese children in their school system would know they can do so.

Hon. Miss Stephenson: It is my understanding that in most areas in which teachers of English as a second language function, this method is one that is used very widely.

I suppose you could call it bilingual education in that there is utilization of the familiar language in order to help the child adjust to the utilization of the other language. Is that what you're talking about?

Mr. Grande: No. It's a different concept altogether. I'm not referring to English as a second language. Under "curriculum" we will come to that. What I'm referring to is the language of instruction for the child who speaks only one language when he enters the school system—in this particular case, Vietnamese, but in the past, Italian, Portuguese, Greek, whatever. That child's education should begin in its mother tongue and gradually shift to English as the child acquires competency.

The reason for that is so the education of these children will not be retarded as a result of their not being able to comprehend and understand English from day one.

I understand certain boards of education, in particular the separate school board, back in 1975 or 1976 had a similar program for Portuguese kids. The Toronto Board of Education had one for Italian-speaking children. Those programs, as far as research was concerned, were very good. The results were very good. However, since that time not a peep has been heard of the progress of these bilingual programs.

What I'm referring to under this vote is the commitment the then Minister of Education made at that time to have an article published in Dimensions explaining to the boards that this kind of education is permissible under the existing act, and no changes in the act are required. Up to this time I haven't seen that article. I urge you to look into it with the intention of producing such an article that will let school boards across this province know it is permissible to use that particular technique to teach children English.

[5:15]

Hon. Miss Stephenson: I really do not know anything about an article in Dimensions. I am aware that the act is most certainly permissive in this area and it's my understanding that a very large number of boards are utilizing the technique in order to introduce the children appropriately to the educational system. I will investigate the request that was submitted, the promise that was made, and see if anything was done.

Mr. Grande: It was more than a promise.

Hon, Miss Stephenson: It was? All right. I don't know about such an article.

Mr. Grande: Let me continue on that for a couple of more minutes. Given that you say there are many boards across Ontario that are utilizing that particular method, would you undertake to provide for me, or for this committee, the names of the boards and the kinds of programs they're doing? Mentioning one word in the child's mother tongue is not to be termed utilizing the program. I expect that these programs last for a year or two with a certain number of children. Would you be kind enough to provide that information for me?

Hon. Miss Stephenson: I'm sure we can find that information. I know the Toronto Board of Education and the Metropolitan Separate School Board do it. I mentioned

large group influx, but your concern, I gather is over the Vietnamese children coming in.

Mr. Grande: I'm sure that it's not done for the Vietnamese kids just yet, but we will get into that later on. The program we were talking about two or three years ago was a bilingual education program. It was not merely a teacher mentioning a word in the child's mother tongue that the teacher happened to know.

Hon. Miss Stephenson: No, it's the introduction of the child to the educational system.

Mr. Grande: That's right. You say there are many boards across Ontario that do that, only two of which I am aware of—and that was back in 1976—the Metropolitan Separate School Board in Toronto and the Toronto Board of Education. I don't even know the status of those particular programs right now. As far as I understand, they're out.

My concern is while you're saying the Education Act allows that kind of programming and gives the school boards the authority to establish that program, yet the boards of education don't know that. What I would like you to do, if it is possible, either through Dimensions or through a letter, in the usual manner you communicate with the boards, is let them know that here is another way children—especially the Vietnamese kids, since it seems that's where immigration is coming from at this particular time—can learn English. Let them know they, the boards, can set up that type of program and they don't need the permission of the minister in order to do so.

Hon. Miss Stephenson: If I may reassure you, a number of memos have been sent out about the Vietnamese children who will be coming into the system. That basis is the one on which we are suggesting the boards should move, because of the very great difference between the languages which will be introduced as far as children are concerned. Our memos are, as a matter of fact, printed in Vietnamese.

Mr. Grande: If you will be kind enough to table some of those memos and assure me that the boards are aware of that particular way of educating the child, I would appreciate it very much.

Item 5 agreed to.

On item 6, analysis and planning:

Mr. Sweeney: I raise a question here because, quite frankly, I don't know where else to raise it and maybe if this isn't the appropriate item the minister might say so. I understand there is a significant amount of money from your ministry that is used to fund educational programs in other ministries. I know the amount doesn't come under this item, but does the decision to do that come under analysis and planning?

One of your officials speaking in Guelph recently spoke on that particular issue, the educational component of other ministerial programs that was being funded by your ministry. Quite frankly, I didn't know what the reference was. That's why I'm raising the question. Did I understand it correctly? Is that true or isn't it?

Hon. Miss Stephenson: I don't know the educational component he would be talking about.

Mr. Sweeney: Let us say the Ministry of Correctional Services, for example.

Hon. Miss Stephenson: Oh, well, yes. The provision of programs for correctional institutions is a part of our responsibility.

Mr. Sweeney: Can you very briefly outline for me the educational programs you offer on behalf of other ministries and what kind of money we are talking about?

Hon. Miss Stephenson: That comes in a much later vote—the Provincial Schools Authority.

Mr. Sweeney: Okay. Is that the only place it comes?

Hon. Miss Stephenson: Yes.

Mr. Sweeney: That is what I am trying to pin down right now.

Hon. Miss Stephenson: Yes.

Mr. Sweeney: For example, do you offer any programs for the Ministry of Agriculture and Food?

Hon. Miss Stephenson: No.

Mr. Sweeney: For the Ministry of Community and Social Services, et cetera, all the way down the line?

Hon, Miss Stephenson: In developmental schools under the provincial schools program, that's the—

Mr. Chairman: That is the third vote.

Mr. Sweeney: Yes. Mr. Chairman, you might remember I prefaced my remarks by trying to identify where it is liable to show up.

Mr. Chairman: Right.

Mr. Sweeney: So there is no other ministry of government offering an educational component as part of its ministerial service for which you do any funding? Is that correct?

Hon. Miss Stephenson: We provide program in support of—

Mr. Sweeney: Not the provincial schools, let's get-

Hon. Miss Stephenson: No. But if you are talking about the requirements, for example, of the Ministry of Community and Social Services, for those people who are responsible for early childhood care in day nurseries within the college system we provide program which is structured as a result of the consultations between the two ministries in order to ensure that what ComSoc requires will be a part of the educational program provided for those people. But it is provided through our ministry and it is within our educational system, not within anything ComSoc does.

Mr. Sweeney: None other?

Hon. Miss Stephenson: Yes. I wonder if perhaps the reference in Guelph might have been to the support of certain educational programs specifically within the agricultural component of Guelph university which are certainly supported by the Ministry of Agriculture and Food.

Mr. Sweeney: Right.

Hon. Miss Stephenson: The support of the health sciences educational programs which come from the Ministry of Health—is that the kind of thing you are talking about?

Mr. Sweeney: It may have been. I couldn't understand the quote and that is why I am asking the question.

Mr. Bounsall: I've been reading the detailed notes that accompany the estimates here, and I gather it is one of the activities of this analysis and planning branch—if I am reading it correctly—to co-ordinate annual estimates preparation. There is only a complement of seven in this branch. Is this where the planning doesn't take place in your ministry?

This is a big ministry. It is one that should be doing a lot of planning in the future. I would think the planning branch of this ministry would be a very active branch. But it doesn't appear so here. They are engaged in doing things such as the estimates stuff and analysing monthly expenditures. Is the planning done by a whole host of other divisions appropriate to their particular specialty and not done here?

Hon. Miss Stephenson: This is primarily an examination analysis of information which comes to us which will be useful in the planning process. Planning here is used as a sort of management board. This is a part of the technique of developing the appropri-

ate information which then goes to research and evaluation which is the area where everything is brought together for the planning purpose which you mean at this point.

Mr. Bounsall: That is in research and evaluation?

Hon. Miss Stephenson: The strategic planning area, which is—

Mr. Bounsall: What subvote is that?

Hon. Miss Stephenson: It's here in the next vote. The portion here, under analysis and planning, is really a part of the budget services which conforms with the standard government requirement in this area.

Mr. Bounsall: Okay.

Mr. Grande: So very little goes on there in terms of educational planning?

Hon. Miss Stephenson: No, it is not educational planning. It is analysis of information and it is financial information primarily.

Mrs. E. M. McClellan: My name is Mrs. McClellan. The category you are looking at, analysis and planning, is a typical category right across the government. It is just that the budget services, which is basically concerned with finance and estimates, fits into this. But the actual educational planning, I think you will understand, takes place in other parts of the ministry and is found in other votes—namely, program two.

Mr. Grande: Okay. Madam Minister, on page 19 of your speech you say an outright amount of money is given for the heritage language program—10 pupils \$13.50, 15 pupils \$16, 20 pupils \$18.50, 25 or more pupils \$21. If a board indicates it wants to set up a class in the heritage language program and it has 25 or more pupils, the ministry gives \$21 for every instructional hour for that class.

Given that these funds are going into the heritage language classes, under which part of the ministry would you do an analysis to determine that carrying out the heritage language program costs you more doing it in this fashion than doing it by way of the regular grants you would give the school boards anyway? Where would I find out the kind of analysis that is done to determine such costs?

Hon. Miss Stephenson: That would be done actually by the grants policy division, the school finance portion. They would examine the cost of providing educational program and analyse it.

Mr. Grande: That is later on in the estimates?

Hon. Miss Stephenson: Yes.

Mr. Grande: I see. Thank you.

Item 6 carried.

On item 7, legal services:

Mr. Bounsall: It is a big expenditure to the ministry. We should spend a lot of time on that.

Mr. Chairman: Yes, yes.

Mr. Bounsall: You are not charged anything. That service is all provided by the Attorney General (Mr. McMurtry)?

Hon. Miss Stephenson: The Attorney General, yes.

Mr. Bounsall: They don't make you a book charge for the legal opinions tendered by them?

Hon. Miss Stephenson: It is by the Attorney General's division, outside of those who function within the ministry, seconded by the Attorney General?

Mr. Bounsall: I don't want to spend a lot of time on it—just so the authorized complement is zero within the ministry.

Hon. Miss Stephenson: Yes.

Mr. Bounsall: They don't charge you? There is no book charge to you at the time you use legal staff?

Hon. Miss Stephenson: No, there is a charge here.

Mr. Bounsall: I'm sorry. This is the charge as we see it?

Hon. Miss Stephenson: Yes.

Mr. Bounsall: That varies from year to year according to how much service they tender?

Hon. Miss Stephenson: I think it varies from year to year depending on how many lawyers they send us.

Mr. Bounsall: But it is a fee for service basically?

Hon. Miss Stephenson: Yes.

Mr. Bounsall: Is it a fee for service or do you just get legal help from the Attorney General whenever you need it? Do you have one person assigned to you, by the way? Is there a lawyer from the Attorney General who keeps his eye on the educational stuff and is a specialist?

Hon. Miss Stephenson: He is assigned by the Attorney General to Education. There is one assigned to the Ministry of Colleges and Universities by the Attorney General as well. This is the standard procedure for the government.

Items 7 and 8 carried.

On item 9, information systems and records:

Mr. Bounsall: I think this is where I have some questions. Is this where they are developing that new type of transcript; the OSR manual?

Hon. Miss Stephenson: No, this is the teacher's certificate.

Mr. Bounsall: I see. Okay.

Hon. Miss Stephenson: Statistical information primarily.

Mr. Bounsall: Is this where you would keep track of the number of schools that are open in a given board or the number of portables being used by a given board and that sort of thing?

Hon. Miss Stephenson: No.

Mr. Bounsall: Where does that hide?

Hon. Miss Stephenson: That is really within Dick Lawton's area—the grants policy area. This area maintains the system which provides us with the information, but the analysis of that information is carried out through the grants policy area.

Mr. Bounsall: Let me try that on, I think I am going to fall between two divisions here.

For other reasons I photostated a few pages of your opening statement and passed it on to some people for advice. On a completely different matter from which they were using it, I was interested in a comment. Someone from North York—North York keeps cropping up all the time—said that—

Hon. Miss Stephenson: Mrs. Scaife, Mrs. Salmon or—

Mr. Bounsall: And some other municipal officials in North York.

Hon. Miss Stephenson: Mr. Moscoe?

Mr. Bounsall: Yes.

Mr. Grande: He is a knowledgeable fellow. Hon. Miss Stephenson: He should be. He's a teacher.

Mr. Bounsall: It has been confirmed with the board. You have in your report there are 195 schools at present open in North York and there are 161. I wonder who keeps track of the schools that are open and how you would come up with that sort of difference? They can break them right down to elementary, junior high and secondary, and name them all, and it totals 161. On page 112 you have 195.

Hon. Miss Stephenson: The information was given to us by the North York board.

Mr. Bounsall: Is it out of date? It obviously is out of date. There are 161 schools in operation in North York and they are wondering—all kinds of things can flow from

that. For example, where are the roughly 10,000 students unaccounted for by that difference in schools? Whose job is it to get the 161 figure rather than the 195? Does it reside in this division?

Hon. Miss Stephenson: There is a report which each board is required to submit at the end of June every year having to do with facilities and enrolment at that time. There is another report on student enrolment which is collected at the end of September every year. That information comes to us through the regular reporting mechanism which has been established with the boards.

Mr. Bounsall: You might ask why there are only 161 schools in North York when you report 195 in your opening remarks.

Hon. Miss Stephenson: Oh, it is probably because of the junior high schools.

Mr. Bounsall: No, no.

Hon. Miss Stephenson: Isn't it?

Mr. Bounsall: That's elementary 115, junior high 29, secondary 17; a total of 161.

Hon. Miss Stephenson: I will check on that. The figures which we had were supplied by the board—

Mr. Bounsall: It is not a big point I want to make in the estimates but I just wondered where that information would become so out of whack. It was only a matter of passing interest. If one had the time to have some fun in the estimates, one could talk for a little while on missing schools and missing students and what have you. I don't want to do that.

So when would they be sending you that information? In June?

Hon. Miss Stephenson: I presume they would send it at the end of June, annually.

Mr. Bounsall: So there are all kinds of possibilities for a wrong figure getting transposed into some column?

Hon. Miss Stephenson: I would hope not. Mr. Bounsall: This wouldn't be the branch they would be dealing with, at any rate.

Mrs. E. M. McClellan: This branch, Mr. Bounsall, gathers the information through the normal channels for regional offices and processes the information. But we accept the board's—

Mr. Bounsall: Yes.

Mrs. E. M. McClellan: This branch has no responsibility to go out and monitor the schools.

Mr. Bounsall: Oh, no. Right. You don't go out and count the schools.

Hon. Miss Stephenson: Mind you, we are involved in an extra examination of facilities

right at the moment because of our concern about the number of facilities available and whether boards will be using all of them. That is one of the reasons you heard about the best-estimate survey that was carried out. It is designated there that more than 400 schools would likely be unneeded.

Mr. Bounsall: Yes. That is one of the points I brought up in my opening remarks. Will we be hearing back before the estimates are over? The criteria that they used—

Hon. Miss Stephenson: Actually, the criteria was listed in the statement, because they were asked to use their best estimates, their best judgements, given certain circumstances. That is listed within the statement. The best estimate has been based on the demographic projections for the area, as well.

Mr. Bounsall: All right. What I asked, was a number put on it by the ministry, you said "no."

Hon. Miss Stephenson: No.

Mr. Bounsall: Did they have a number in their minds? That was the kind of question on which I was wanting to hear back from them. They have enrolments, and enrolment projections in a—

Hon. Miss Stephenson: Yes, they promised to try to find out whether any of them indeed have a number in their minds when they made the best estimate.

Mr. Bounsall: Can we expect that to be reported to us before the estimates are over?

Hon. Miss Stephenson: I hope so.

Mr. Bounsall: That point hasn't been lost? Hon. Miss Stephenson: No.

Mr. Bounsall: Okay.

Mr. Grande: Wasn't that number—sorry. Wasn't the number 90 kicked around here in the social development committee all the time as far as North York was concerned? Number 90?

Hon. Miss Stephenson: I don't know whether that is the number. North York has looked at the number 90. I'm aware they've also looked at the number 120. There are other boards that have looked at 150 and 200.

Mr. Bounsall: That is away too high.

Hon. Miss Stephenson: Yes.

Mrs. E. M. McClellan: These figures that seem to be troubling us at the moment—I have some clarification. The figure of 195, in the minister's remarks is the number of schools in North York—both elementary and secondary—as of September 1978, which is the brown book in the education statistics. Some were closed in 1979, but we haven't

got the official record in terms of a statistical record. I suppose that the 100-odd figure you are reporting—

Hon. Miss Stephenson: It is not that many.

Mr. Bounsall: There weren't that many closed. The May to September figure was what it was in the spring. Perhaps they hadn't updated it for September 1978 when they reported the figure.

Mrs. E. M. McClellan: Perhaps that's right.

Mr. Bounsall: Maybe they were two years out.

Hon. Miss Stephenson: That is possible.

Mr. Bounsall: There are still a lot of schools to be out.

Hon. Miss Stephenson: That is a lot of schools because they have not closed that many.

Mr. Bounsall: Do you collect the information on the number of portables being used by boards? I am not asking you how many portables we have in the province but do you have that sort of detailed data as well?

Mrs. E. M. McClellan: We do.

Mr. Bounsall: You have a lot of interesting data over there in one form or another. I must emblazon your phone number on my memory and phone you from time to time.

Mr. Sweeney: Mr. Chairman, I have two questions under information systems and it is with reference to page 52 in the minister's briefing book. Your item 3 "develop compatibility and information systems of agencies requiring education-related data." What does that mean?

Hon. Miss Stephenson: I think it would be best if I asked Mrs. McClellan to explain that to you.

Mrs. E. M. McClellan: I'm sorry; on what page?

Mr. Sweeney: I am looking at page 52 of the briefing book, at item three under areas of responsibility. I cannot find any explanation for it, and I have a question mark in my own notes beside it: "develop compatibility and information systems . . ."

Mrs. E. McClellan: I'm sorry. I have it now: "develop compatibility and information systems . . ." The ministry requires and gathers information; the teachers' federations require and gather information; Statistics Canada requires and gathers information, as does the council of ministers—these are the kinds of agencies that require information. The data base is all the same, in effect, so

that we are working with these other organizations to try to make more common and better use of the information that is available.

Mr. Sweeney: So that means all those various bits of information are funnelled into one spot somewhere along the line?

Mrs. E. M. McClellan: I wouldn't say they are funnelled into one spot, but each of these various agencies, including ourselves and the ones that I have named, has a requirement for information about students, about teachers, about schools. It is to ensure that we are all working from much the same base, although we may put different emphases on different aspects of that information day to day.

Mr. Sweeney: Okay. But I am trying to come to grips with how you get it all together as you have listed. For example, the teachers gather information for their purposes; school boards gather information for their purposes; the ministry gathers information for its purposes—how do you get it all together? Who makes the decision as to what is the right information? You just had a small example of it a minute ago.

Mrs. E. M. McClellan: One of the ways we're getting it together a little better is in data processing with the exchange of tapes. So we are, in effect, using the same information. When it was gathered, managed and manipulated manually, there were increased opportunities for commonality. Now we can share information through technology. This is one way of sharing that's becoming more acceptable and inexpensive; and we are using that.

Mr. Sweeney: So there doesn't come a time when all the various gatherers, in an imaginative sense, gather and pool their resources and say, "That is the correct piece of information; all the other pieces relating to that item are obviously incorrect." That doesn't happen? There isn't one common set of information that everyone deals with?

Mrs. E. M. McClellan: When you have different agencies gathering information, and applying different emphases, I think you're bound to have different results. For example, I believe that—

Mr. Sweeney: Excuse me; that's precisely why I'm trying to get at the point. Many of us often face the situation where we get interpretations of data, and find out later on that there are three different people using different data bases. What I'm trying to get at here is whether there is any place where all this stuff comes together and there is an

agreement as to what is the correct data and what isn't?

Mrs. E. M. McClellan: I think you have pointed out a problem that is described here. that we are trying to develop this compatibility and develop the facility to get together and work on a more common base. I can't say with assurance, and I know it for a fact, that it has not arrived yet.

Mr. Penny: Mr. Sweeney, if I could take one example. The minister mentioned a moment ago the June board reports and the September statistical reports, which are the main data-gathering forms from school boards. These are filled out initially by the principals in the schools in the case of the September statistical reports; they are checked by the local board authorities, and they then go into our regional offices. The people in the regional offices look at those rather carefully; if there seem to be discrepancies, they get back to the local board and check them before sending them in centrally. Mrs. McClellan's division, or this branch that we're talking about, does the mechanical manipulation in trying to get that on data. That is the kind of checking we're trying to do.

There are a number of systems, not all of which have as many checks. We're trying to move to get greater reliability and greater

compatibility.

One of the things this refers to is the fact that, if we can eliminate some of those checks, we can save time and get the information faster by having our own data systems compatible with those used by the boards. For example, we might get to the point eventually where we can simply exchange tapes, rather than copying information down manually and checking, rechecking and so on. It's a long process, and there are a number of different data bases which we're trying to reconcile.

Mrs. E. M. McClellan: In terms of the data on students, the ministry is the authoritative source in terms of numbers and so on. This is used by Statistics Canada; so there are no differences there. We do gather that is the debate. Similarly, on the salary data, that is the Education Relations Commission; that's common. The OSSTF seem to have some different information about teachers, and that's where we come apart slightly. But on terms of students and salaries, there isn't a problem.

Mr. Bounsall: Where does the difference come between you and the OSSTF? Is it a different method of reporting, or do they ask different questions than what you ask for your reporting purposes? The only thing I can say about the OSSTF is the difference is in the local area in Windsor. It doesn't prove the question is province-wide. Between the local board of education and the OSSTF district one's figures, the OSSTF district one figures have been bang on: it's the board's figures that have been off. This may be helpful in the difference you're talking about. But what are the differences you see?

[5:45]

Mrs. E. M. McClellan: If I understand it. the difference in the OSSTF figures and the informational data are more detailed than we have, than we require.

Mr. Bounsall: So they just have further breakdowns of data?

Mrs. E. M. McClellan: They have further breakdowns about the subjects taught and the teacher workload.

Mr. Bounsall: So it isn't a difference?

Mrs. E. M. McClellan: It's more extensive. That's correct.

Mr. Bounsall: You use their services from time to time?

Mrs. E. M. McClellan: That's one of the areas where the sharing isn't completely worked out.

Hon. Miss Stephenson: Yet.

Mr. Bounsall: Yet. Is that a commitment to so do?

Mrs. E. M. McClellan: We're working towards it.

Mr. Sweeney: I guess on that one the key word is develop. You're in the process of doing it; is that right?

Mrs. E. M. McClellan: Yes.

Mr. Sweeney: Let me go down to item six, "provide academic evaluation service." You can cover an awful lot under that. What does it mean? What does it include?

Mrs. E. M. McClellan: Mr. Chairman, the academic evaluation service means we have many students coming to our jurisdiction from other countries and from other provinces, who have been in a different school system. When they want to enter our school system they submit their records and we provide a statement on academic evaluation so they can enter the school.

Mr. Sweeney: So it's norming it with what would be in Ontario?

Mrs. E. M. McClellan: Right. That's correct.

Mr. Sweeney: What's going to happen in this current situation where we're going to have large numbers of Vietnamese children coming in?

Hon. Miss Stephenson: Nothing.

Mr. Sweeney: That's it. They're not going to have anything and yet there's going to be

a complete range.

I just realized about three or four days ago we've got a couple of young people in our area who look as if they're going to be in the senior grades of the secondary school, but I don't know how anyone is going to match it. Who is going to do that?

Mr. Penny: As part of the refugee settlement program, Mr. Sweeney, we've recently hired a former secondary school principal from Vietnam, on contract. One of the functions of this gentleman will be to help us evaluate the academic certification of these youngsters to assist in appropriate placement after there has been an orientation and a language-development process.

Mr. Sweeney: Let me pin down to something a little specific. You're going to have these youngsters all over the province. Do you plan to bring them into a central evaluation centre, or are you going to send somebody out to them?

Mr. Penny: There are transcripts, Mr. Sweeney.

Mr. Sweeney: The problem is they won't have a transcript. That's the question. If they have a transcript, I can see you doing it,

Mr. Penny: The ones who have written transcripts, we'll attempt to evaluate centrally. This gentleman, however, will also be mobile and will attempt to go around the province as much as possible and interview individual candidates. We don't know yet the demand, or how much we're going to build the service, because it's rather rare and we may have to hire more later on if the present capacity isn't adequate.

Mr. Sweeney: Do you have, or will you have, any mechanism in place to guide school boards in the interim, because Do Quan is going to arrive at his desk three days from now and Do Quan is going to have to get into school? Something is going to have to happen.

Mr. Penny: This gentleman is on staff right now. We do have a certain amount of lead time, inasmuch as the initial need is for orientation programs, and then the Englishas-a-second-language program. Then it's only at that point, which may be several months down the line, that you want to integrate the youngster into a normal school program. Se we do have a certain amount of lead time, and we hope we can catch up the backlog.

Mr. Bounsall: I have a supplementary directly on this.

Mr. Sweeney: All right. Fine.

Mr. Bounsall: Do you have a facility for handling transcripts in any language that comes in? I know you've got a problem of knowing how a particular secondary school in some remote country might fit exactly with our program here, but the transcript will be in a different language. Is there any problem at all, that that person would have to provide a translation for you? Is that capacity within the branch?

Mrs. E. M. McClellan: No, it's not within the branch, but we have considerable facility within the branch and where there is a language that would be quite unusual or services and get the information. But it isn't necessary to put all languages in the branch; we have access to it.

Mr. Bounsall: That's good. I gather you don't require a student to provide a translation of that student's transcript. You have the facility to have it translated within the government.

Mr. Grande: That was the case, you know. It might go back a few years, but it was the case that in order for people to have their records or diplomas or whatever assessed, they would have to provide a translation of the course of study they had completed in the country of origin.

Hon. Miss Stephenson: That is not now a requirement.

Mr. Grande: That was the case, I am saying to you.

Mr. Bounsall: But it is okay now. Do you have any problems at all with it?

Mrs. E. M. McClellan: I am sure we do have problems from time to time. In terms of the translation, or in terms of understanding or making the evaluation?

Mr. Bounsall: I understand the problems that you have with evaluation, but it's the translation. You would, by and large, be at the point of saying you really have no problem. It may take some time if it is an unusual language?

Hon. Miss Stephenson: We have a tiny bit of a problem translating English information into Vietnamese, because we don't have a typewriter anywhere which produces the peculiar accents which the Vietnamese language has, but the other way, no.

Mr. Sweeney: Another variation of the same question. With respect to norming, or standards, or whatever term you want to use

among Canadian provinces, if we are going to make evaluations of students from other provinces coming in—and I understand the minister, through the council of ministers across the province, is looking at some norming processes and I don't know how far you have gone—how does that tie in with this?

Hon. Miss Stephenson: Well a book has been developed, as a matter of fact, by the Council of Ministers of Education, Canada which provides the information for students and their families, who are likely to transfer from one province to another, about where a province is, for example, in Canadian studies, and where that grade would be in Ontario, or in biology, in chemistry and science and English—that sort of thing—so the information is available primarily to the students and the families through the Ministries of Education in the various provinces. That book has already been published. It was developed this year.

Mr. Sweeney: Are we any closer, as part of that overall process, to getting some commonality in even basic programs, or is that still a desired goal?

Hon. Miss Stephenson: I am not sure that you are aware that at the September meeting of the council of Ministers of Education, it was determined unanimously that we would begin to develop curriculum resource documents which would be common to all provinces in Canada in the areas of geography, mathematics and one physical science. That is the very first step and we hope that this will become a much broader program as we progress over the next several years. It has taken several years to reach that agreement, but the provision of commonly-developed resource materials should lead us in that direction.

Mr. Bounsall: Which physical science?

Hon. Miss Stephenson: That has not been determined as yet. It will be determined in January.

Mr. Grande: Could I ask a supplementary, Mr. Chairman? Actually it was more in view of the first question that Mr. Sweeney asked and I don't want to miss any chances to applaud the ministry when certain things need to be applauded.

Regarding this principal being hired on contract to assess the grade level the child should fit in, I recall when I immigrated to this country no such thing existed. As a matter of fact I was placed two years behind grade level and consequently it wasn't until I was 15 years of age that I got out of grade eight, because I was placed two years

behind my particular level. So I applaud this kind of thing that is taking place.

Mr. Bounsall: How long would you say that this evaluation system has been—may we say hopefully—operating effectively?

In 1960 a high school graduate from Massachusetts was placed in grade 12 of the Ontario system. It was a patently wrong classification. They would not allow her into grade 13 and in the language facilities of English and French, she was certainly way ahead of grade 12. Her training in English and French was probably equal to that of a grade 13 graduate. Her math wasn't graduate grade 13 level but it certainly was the equivalent of grade 12. That was 19 years ago but there was a whole year error made there with a thoroughly fluent English-speaking person coming from Massachusetts to Ontario.

How good are your evaluations? You've told us you've got somebody to do it, but are you confident that they are not making the same kind of errors that occurred with my colleague from Oakwood and with this person I know of from back in 1960, who clearly lost a year going from Massachusetts to Ontario, where, incredibly, they wouldn't accept a high school graduation diploma from the Boston area as equivalent to a grade 12 diploma in Ontario.

Maybe it's overdone a bit but one thinks of the east coast and certainly Boston, as almost being the crucible of education in North America and having pretty fair standards. They may be slightly over-warranted, but there was some error made here.

Hon. Miss Stephenson: A great deal of this is still done at the local school level and one must rely very frequently on the capacity of the staff and the principal of the local school to make an appropriate assessment.

Mr. Bounsall: How have you covered off the errors they're making out there?

Hon. Miss Stephenson: We usually hear about them—invariably, we hear about them, as a matter of fact, if anyone thinks an error has been made.

Mrs. E. M. McClellan: We have an appeal system as well, and our appeals are decreasing, so I think we have to be doing—

Mr. Grande: Now you're falling short.

Mr. Bounsall: Hold it, there's a potential danger here. Let's say a principal is making the decision. If he's going to put you in this grade and he doesn't say, "By the way, if you don't agree with that, here's the mechanism by which to appeal"—if he doesn't add that how does one find out an appeal? Has the

word gone out? If the decisions are being made at the local level are they also—

Hon. Miss Stephenson: Many of them are, not all of them.

Mr. Bounsall: Where those are made, are they also being made aware of the appeal system to your—one would hope—obvious capabilities in this area? If you don't and that decision is being made at the local level you're going to have the same thing recurring.

Mrs. E. M. McClellan: If an evaluation is made by the Ministry of Education for students coming in, the student has the right of appeal. I can't say whether that takes place at the local school level or not.

Mr. Bounsall: But the appeal would be to you in any event?

Mrs. E. M. McClellan: That's correct, yes.

Mr. Bounsall: If they're just put in a place and don't know that much, being in a new country, the whole bit—they won't know their way around our bureaucracy overnight, and they've just arrived—they should be made aware that if those decisions are made locally that your body would review that decision.

Mr. Grande: Culture and Recreation allows them three years to integrate. If a person has the right of appeal but does not know how these rights of appeal function, then that person is not going to take benefit of that right to appeal.

Hon. Miss Stephenson: It's unlikely that it would take three years for a student to integrate into the educational system, certainly within most of the schools in Ontario, because it has been my experience the teachers and the principal involved with that studentwe're being terribly anecdotal here this afternoon. I had three or four anecdotes I was about to give you about my concern about the functional illiteracy level, for example, stating that anyone who hadn't completed grade eight or had only gone to grade eight was functionally illiterate. I have to tell you that of two of the most literate people I know, one is a woman who has achieved grade six education. She is superbly well read and extremely articulate. The other is a man who completed grade seven education.

[6:00]

Mr. Grande: The system had turned them on.

Hon. Miss Stephenson: I wouldn't consider them functionally illiterate but you were being anecdotal earlier and I thought I should raise that point.

Mr. Bounsall: But when using an average grade eight reading level yardstick—

Hon. Miss Stephenson: But that's not the criterion which has been mentioned. It's the achievement of the grade eight experience within the school system.

Mr. Bounsall: Hold it, maybe Mr. Walker knows-

Hon. Miss Stephenson: That was Mr. Walker's, yes.

Mr. Bounsall: —but the adult literacy people that came before us talked about a grade eight reading level and a grade four reading level—

Hon. Miss Stephenson: Right. The concern you're expressing about students would not appear to be a particularly widespread problem because most principals advance children rather than retard them and tend to move them back when they find they're not meeting the requirement. They do give them time to integrate and to find out and it doesn't usually take longer than a few months to do that.

But your concern is the appeal mechanism through the ministry should be made known to all these children.

Mr. Bounsall: It should be made known to the immigrants.

Hon. Miss Stephenson: I'm sure we'll have some difficulties with the Vietnamese because of the lack of information we have about them and about the placement which is carried out. I wanted to show you the fact sheet which has been printed in Vietnamese. I mentioned to you the difficulty with the accents which are used within the Vietnamese language. We had to put them all in by hand; here's a copy of it.

Item 9 agreed to.

On item 10, education data processing:

Mr. O'Neil: I wonder if the minister could explain whether she means to provide development and support for 15 centres in the cooperative remote job-entry network.

Hon. Miss Stephenson: I'm sorry-

Mrs. E. M. McClellan: Perhaps I could answer the question. Throughout the province the school boards are linked to the computer at Queens Park through a co-operative remote job-entry network. This covers virtually all schools and school boards in the province. Through this linkage we are able to provide student scheduling or collect marks. In effect, it's a marvellous facility for gathering, retaining and dispersing information between the ministry and the school system. So it is a co-operative system that serves the majority of the needs of both the ministry and school boards.

Mr. O'Neil: When you say remote jobentry network could you give me an example of what—

Mrs. E. M. McClellan: The meaning of remote job entry is that the host computer is located here, at Queens Park, in the Drew Building on Grosvenor Street, and the information is inputted from the remote site through transmission lines.

Mr. O'Neil: Thank you.

Item 10 agreed to.

Vote 3101 agreed to.

Mr. Chairman: We were a little late in getting started today and I wonder if the committee would, in view of the fact that we lost about 40 minutes, agree to sit for a few extra minutes tomorrow, perhaps from 2 p.m. to 6:30 p.m. Would the committee agree to that?

Mr. Sweeney: I can't sit after 6 p.m.

Mr. Chairman: What about starting at 1:30 p.m. and sitting until 6 p.m.?

Mr. Bounsall: I thought we were starting early tomorrow.

Mr. Chairman: No, we did the previous week because we had to catch up on some lost time, but we were initially—

Hon. Miss Stephenson: You did, to accommodate me.

Mr. Bounsall: Yes, that's right. If we lost 40 minutes, let's start at 1:20.

Mr. Chairman: At 1:20 p.m.? At 1:15 p.m.?

Mr. Sweeney: At 1:30 p.m.

Mr. Bounsall: At 1:30 p.m.

Mr. Chairman: At 1:30 p.m.?

Mr. Bounsall: And then we'll sit intil 6.10 p.m.

Mr. Chairman: Is the minister available?

Hon, Miss Stephenson: Yes.

The committee adjourned at 6:04 p.m.

#### CONTENTS

	Tuesday, November 20, 1979
Ministry administration program	S-1305
Main office	S-1305
Financial services	S-1314
Information services	S-1314
Analysis and planning	S-1316
Legal services	S-1318
Information systems and records	S-1318
Education data processing	S-1324
Adjournment	S-1325

## SPEAKERS IN THIS ISSUE

Bounsall, E. J. (Windsor-Sandwich NDP)
Cooke, D. (Windsor-Riverside NDP)
Gaunt, M.; Chairman (Huron-Bruce L)
Grande, A. (Oakwood NDP)
Ramsay, R. H. (Sault Ste. Marie PC)
Rowe, R. D. (Northumberland PC)
Stephenson, Hon. B.; Minister of Education (York Mills PC)
Sweeney, J. (Kitchener-Wilmot L)

From the Ministry of Culture and Recreation:

Walker, D., Executive Director, Ontario Educational Communications Authority

From the Ministry of Education:

McClellan, E. M., Assistant Deputy Minister, Administrative and Finance

Penny, D. A., Executive Director, Planning and Policy Analysis



# Legislature of Ontario Debates

Official Report (Hansard)

**Social Development Committee** 

Estimates, Ministry of Education



Third Session, 31st Parliament Wednesday, November 21, 1979

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

## CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario. Editor of Debates: Peter Brannan.



## LEGISLATURE OF ONTARIO

Wednesday, November 21, 1979

The committee met at 1:38 p.m. in committee room 2.

## ESTIMATES, MINISTRY OF EDUCATION

(continued)

On vote 3102, education program; item 1, curriculum:

Mr. Chairman: I call the meeting to order. Mr. Sweeney.

Mr. Sweeney: Thank you, Mr. Chairman.

I would like to make some general comments on curriculum and then zero in on two or three relatively specific issues. There will be a limited amount of repetition of the remarks I made in my opening statement because the minister indicated we would be coming back to them. As a result of that, she didn't comment on those remarks. I think they are sufficiently important and I would like to hear the minister's reaction to those particular issues.

First I want to direct some attention to the general issue of curriculum guidelines. This has been a standing concern of my own and it's been a topic of public debate in this province for some considerable time.

The point I want to make is that generally speaking, I believe many of the guidelines—as a matter of fact, most of the guidelines put out by this ministry—are far too general; that they leave far too much to the individual classroom teacher and far too much to the individual school board.

My contention is that it is the Ministry of Education that is responsible for deciding what it hopes to accomplish in the schools of this province. It is the provincial Ministry of Education that has the constitutional authority with respect to the responsibility for education. In my judgement, the ministry has gone far too far in moving away from its responsibility in the area of curriculum.

The day really isn't that far past—we only have to go back about a decade—when the ministry was much more specific than it is today. There were considerable criticisms in those days that it was too specific; that it did not allow for enough local initiative; it did not allow for enough scope and flexi-

bility of the individual school, teacher, or school board to meet what they perceived to be the unique needs of their own students.

I want to accept that particular premise at the beginning—that there were problems. All of those particular concerns were real concerns. However, in attempting to address itself to those concerns the ministry did what it has done in other areas, that is just go to the opposite extreme where it as much as said: "We're going to make almost no curriculum decisions whatsoever. We're going to leave almost everything up to you."

I specifically use that qualifying word "almost," because although the kinds of guidelines that came out from the ministry in the early 1970s did contain some indication of the direction in which they felt teachers should be going, they were so skimpy, general and vague that literally anything could fit into that particular guideline and that's what we got. We had situations in this province where subjects were being taught in a particular way, using content that the majority of the people in this province did not think was appropriate and quite generally I think they let the Ministry of Education know about that.

There has been a tightening up. There have been guidelines introduced in the last few years that have been more specific, that have given more direction than before.

The point I make today is that in some areas this is still not enough. I have to argue that the area of what we normally call "the basics"—what we expect every child in this province to be taught—should be much more specific than it is at the present time. I can't place the location or even the time, but I believe it was either this minister or a previous minister who said in a talk to a group of people that it really doesn't make much difference whether a child is in Moosonee, or in Windsor, or in Ottawa, or in my community of Kitchener, or Metro Toronto, there are still certain basic educational requirements and certain skills that children must have. Certainly I agree with that, I would say it's certainly true in such areas as English-language skills for the anglophone students or French-language skills for the francophone students of this province, as the

case may be. In addition, there are mathematics skills, a base knowledge of science, and because of the nature of our country, a knowledge of history and other information. [1:45]

I want to take those four as examples of what I am trying to say, though there are some other curriculum areas where greater local scope needs to be given. In those four areas I would certainly like to see, and I think it would be appropriate for the minister to put out, much more detailed and common guidelines to the schools and to the teachers of the province as to what the ministry hopes would be accomplished so that regardless of where our young students are getting their education there would be a commonality at least in these areas.

I want to come back again and indicate I sense the ministry moving in this direction, but I sense a stilling of the movement in the last year. I am hoping the minister will respond and give us some indication as to whether or not she shares these concerns and these aspirations and whether or not there are designs to go further with respect to a much more specific curriculum guide in these areas. The one thing I can't accept as being good economics in either human terms or in dollar terms is the amount of time and energy many school boards and many individual teachers in the province are expending in the design of their own curriculum.

The other aspect of that same question is the skills that are required to do this job well. If there is one talent a central Ministry of Education should have and if there is a resource a central Ministry of Education should have it's good curriculum specialists, people who have the skills in curriculum design, who have the skills in the writing of curriculum, who have time to do the job, who have access to other curriculum outlines whether they be in this country or in other jurisdictions around the world, and who have the financial resources.

It would seem to me this is one very specific area where a central Ministry of Education should be much more predominant than it is at the present time. I would like to see a guide in some of these areas I have just discussed with you that is quite detailed and that the average classroom teacher can simply pick up and go through.

Let me pause just for a second here. Particularly because of my experience in the educational system, I know there are still going to have to be individual decisions made by teachers in classrooms. There are going to have to be individual decisions made by

schools because of their locality. Therefore, they are going to have to make some adaptations to a very specific guide. The adaptations might be in terms of how long it takes a sturdent to learn and how deep they are going to go into a certain subject. In some cases, for particular reasons it might change the order of them. I recognize that.

I am certainly not saying—and I make that side comment-we want to go back to the position where every single child in this province has to be on the same page of every curriculum guideline on every day. I am not talking of that kind of restriction. What I am saying is I would hope we could put into the hands of our teachers, or that we are in the process of putting into the hands of our teachers, a guideline they could teach from so that they don't have to sit down, for example, with a guide like this or many others and spend a great deal of time and energy and, on behalf of the board, perhaps a great deal of money drafting up a curriculum guide for their classroom and for their particular group of students, I would much rather see a guide that had more material in it than they needed from which they could make selections for particular groups of students or for particular schools.

In that general area a little later on I would like the minister to respond to whether or not she feels that is valid and, secondly, whether or not in her judgement the ministry has already moved in this direction, more so than I have suggested, and whether or not the ministry is continuing to move in this direction and, if not, why not.

The second area of curriculum I would like to speak to is with respect to the secondary schools. Here is where I am coming back to a point I made in my opening remarks. It was my point at that time—and I would make it again—that we are at a stage in the development of education in this province where we have to take a serious second look at the organization of the secondary schools of this province.

The kinds of things that are happening to the students of this province in the secondary schools and the kinds of things that are happening to teachers in terms of their vision of their own job and their vision of their professional competency are such that I don't think the secondary schools in this province in many cases are in a very healthy situation.

I would draw to the minister's attention a very good research study that was done a couple of years ago by the secondary school teachers themselves, entitled, At What Cost? in which from their own front-line experience they identified quite a number of issues they felt needed remedy. I am not going to go over all that report. The minister is as aware of it as I am. I would hope when I am finished my remarks, the minister could mention some of the ways in which she feels her ministry or some of her officials have begun to respond to some of the issues raised in that report.

I would draw the minister's attention to the most recent study commissioned by the secondary school teachers themselves, in terms of what's happening to the students from the secondary schools. I think it's a rather serious indictment and I want to take a couple of minutes to draw her attention to some of the

key points there.

Once again, I know you are familiar with this study, but I think we need to remind ourselves of it because in many ways what the Ontario Secondary School Teachers' Federation report does is confirm what a number of people in this province have been saying for some time. The remarks of those other people were based on various sources of information. In my judgement, here we have at this time one of the best examples of pulling a lot of this together.

What they start out with is to confirm the general drop-out rate of this province. In the particular sample they have interviewed, drop-outs represent 45 per cent of the people they looked at. A recent survey in the Metro Toronto area shows a drop-out rate of about 42 per cent; for the city of Toronto. For the general Metro Toronto area, including the suburbs, it is something in the neighbourhood of about 38 per cent. There is a variation around the province of anywhere from about 28 to 40 per cent.

It has different impacts in different areas. The one I discussed with the minister previously, which I found the most astounding, was the drop-out rate in Peel county. We have talked about this before. I think it was close to 40 per cent or even slightly in excess of 40 per cent. I repeat that once again because it would seem to me of all areas of this province that's the one where we wouldn't expect that kind of thing.

The socio-economic level of the majority of the parents in the Peel region is certainly as high as most other regions of this province. Unless the minister has some other evidence to the contrary, I would suspect there are probably some of the highest pockets in that particular area. If it were only due to those children from so-called disadvantaged families, I would certainly say that's not a very good example of that point of view.

Their findings indicate 22 per cent of the people they interviewed at the time were unemployed. Of these, 17 per cent were graduates and 29 per cent were drop-outs. Whether they graduate or whether they drop out, there's still a fairly high unemployment rate. Keep in mind that the unemployment rate for all people in this province is—what? About seven per cent?

Hon. Miss Stephenson: Six and one-half. Mr. Sweeney: Around seven per cent. For the general age group from, I believe, 16 to 24 it is something like 14 per cent. Here

we are talking of 22 per cent. It's a significant

figure

The kinds of jobs they had were, to use their description, "of low status with limited futures." The surprising part, at least to me, and what I hadn't realized before, was it didn't seem to make a great deal of difference whether you were a graduate or whether you were a drop-out. The kinds of jobs they had, in terms of status and wages, were relatively similar. The amount of job mobility was fairly high. Dissatisfaction with school and failing were major reasons for dropping out—and on, and on, and on it goes. I won't detail any more of them. You have the list as I do, Madam Minister.

The point it makes is with that kind of drop-out rate, with that kind of dissatisfaction within the school system, obviously something is wrong. The needs of the students are not being met. The observation made before that I will repeat once again would seem to suggest to me secondary school for other than those-let me underline that, for other than those-who are going to go on to some form of post-secondary education is not meeting the students' needs. The record seems to show fairly clearly that those who are going on, who have the desire, who have the intent, who have the ability, the initiative, all of those variables we take into consideration, to go on to higher education seem to do quite well in the secondary schools of this province. It would appear, at least in reverse ratio, the secondary schools are meeting the needs of this particular group of people quite well.

The point is however—and again the figures clearly show us—less than 30 per cent of the people who enroll in our secondary schools go on to higher education. In fact, 70 per cent or more either drop out of school before completing—an average of 40 per cent—or go on and complete their secondary school, whether it be grade 12 or grade 13, and then go directly into some type of job experience.

By analysis, Madam Minister, what we seem to be saying, and what a couple of recent reports seem to be saying, is the secondary schools of this province are geared quite well for those students who want to go on and get more education, but they are not meeting the needs of those students who do not go on for more education and who go out to the world of work. Since that represents 70 per cent or better of those students, I would say it is an indictment. It is an indictment of the way in which the secondary schools of this province meet the needs of their students.

I want to be very, very careful here that in no way am I being critical of the school per se or of the people in the schools, whether we are talking of the teachers or whether we are talking of the administrative staff of the schools, because to a large extent they are following the guides your ministry puts out. They are following the educational, the philosophical, the ideological intent of that message conveyed by your ministry to those schools. It is at that area I am trying to direct my remarks. I believe it is time for this ministry in a much clearer fashion to say to the schools, say to the public, say to the students, say to the parents of those students what is the purpose of the secondary school in this province.

I can remember a time when secondary school people said, "It is not our job to prepare people for the world of work. It is our job to give them a basic educational underpinning, to give them the skills in language, skills in mathematics, the skills in science and then they could use those skills out in the world of work." That very much was the tone of the secondary schools of this province.

I would have to say quite frankly, Madam Minister, I don't think that is enough. I don't think that is a sufficient role for the secondary schools of this province. I think it is going to be up to you and your ministry to start saving things a little differently, to start saying, for example, we believe that for at least the last two or three years, at the least -and my own personal preference is that is where the concentration would be-for the last couple of years of secondary school, the concentration would very much be job-oriented or career-oriented. That orientation, in terms of career, could equally apply to those students who are going on for more education. In other words, one of the career paths a student could choose to follow would be towards higher education, whether it be directly into university or directly into community college. The necessary background, the necessary skills, the necessary information he would require or she would require

in order to go on to university or to college would be available to them at that time.

[2:00]

On the other hand, for those much larger number of students, for those 70 per cent of the students who are not going to choose that particular career path, there would be other options. There would be options towards apprenticeship. I don't think I need to remind the minister of that. Over and over again the messages she has been receiving from across this province, from employers of all types, from small business, is that apprenticeship programs must begin sooner. The minister herself on a number of occasions has made that same comment.

It has been clearly drawn to our attention that the jurisdictions in Europe, coincidentally the same jurisdictions from which we are now importing our skilled trades people, all do begin apprenticeships much earlier than we do. I have a personal preference for beginning somewhere around age 16 but that is something we can discuss at a later time. There are others who suggest it should be earlier than that. I believe-I guess from my own experience as a teacher and from my experience as a father watching my own children grow up-our students need a couple of years of what I would call basic secondary school education before they are asked to make those kinds of career decisions.

I think we made a serious mistake in this province about 10 years ago when we asked children in grade eight to, for all practical purposes, start making those career decisions. I think there were some rather disastrous consequences of that. I know there were an awful lot of people in this province, students and parents of those students who were supposed to be helping the students make those career decisions with respect to what courses they would choose and at what level of concentration they would take those courses, who were in very unenviable positions in trying to make those decisions.

I will make it very clear. It is a very personal point of view which says if the secondary schools of this province were to be reorganized, the first couple of years would be basic. That would not be a great change because to a very large extent we have been moving towards a basic curriculum course in the first couple of years in the secondary school. We now make English mandatory, mathematics mandatory, science mandatory and either history or geography mandatory. I think we are probably two thirds of the way there already.

It wouldn't require a massive change at all—and I would want to underline that.

What it probably would require more than anything else is a very clear ministerial statement: "The first couple of years of the secondary schools are designed for this purpose and here are our curriculum requirements. Here are the mandatory components and here are the optional components."

From what I know of the first couple of years of the secondary school right now, that would make a relatively small change. I would want to underline that, because I think we really don't want to make any massive changes. What it would require more than anything else is looking at the last two or three years and coming up with some very, very clear statements as to the purpose of those last two or three years of secondary school.

The question that might arise in someone's mind is, "What good would that do for the people who are dropping out after the first couple of years?" I would suggest to you, Madam Minister, from our discussions with a number of these students who have dropped out after their first two years, they have dropped out because they didn't see ahead of them an education or an academic route they believed was going to meet their needs. That may be a guidance or counselling problem. We have already agreed at an earlier time in these debates there are reasons other than academic for students dropping out of schools. They are well recognized and I will not quarrel with them.

There is growing evidence now that there are numbers who are dropping out for solely academic reasons, for reasons that suggest they just do not see the relevancy of what is ahead of them. Therefore, I would say for many of these students who are now choosing to drop out and whose parents either cannot or will not stop them from dropping out-because we are talking for the most part of 16-year-olds, whose parents do not perhaps put up too much of a fuss-it might very well be for the same reason that when they look ahead to the last two or three years of the secondary school, they do not see that the offerings are of such a nature that they are really going to help to meet their student needs.

I would have to suggest to the minister that is probably one of the most influential changes she could embark upon in education in this province over the next couple of years. I think it would have some very long-standing results, some very intensive results and some very profitable results. I don't pretend to have the resources of time or of expertise of staff to know how to set up that kind of a program. I am just suggesting a

general direction which I think is very

I would also remark at this time—and this is something the minister has touched on in other ways—in choosing the program for those last two or three years there would be much closer contact with potential employers. For those who are going on to college and university, the liaison has to be much better than it is at present.

I would only draw the minister's attention to the Interface report and what it said about liaison between secondary and post-secondary schools. Perhaps the minister could in her response give me some indication of where that is at the present time. I have made a very informal survey of some of the secondary schools of the province and I am still getting a predominant message that there continues to be relatively little liaison between them and the post-secondary institutions in their area, except where one or more teachers on the staff have gone out of their way individually to create that.

The minister might very well say: "That is the best way to do it. If they are not interested enough, then what can we do about it?" All I am suggesting is that just isn't good enough. I don't think we can depend upon that situation. I have heard of a couple of situations, and I am sure she probably has as well, where when individuals try to make that kind of contact they are rebuffed. For the people at the other end of the contact line, regardless of the direction from which it is coming, whether it is coming from the university towards the secondary school or from the secondary school towards the university, there has to be a great deal of co-ordination, co-operation, willingness and goodwill on both sides. We have to be very sure the mechanism is in place to ensure that takes place.

The same thing is going to be true of business. If we are moving our people into apprenticeship programs, close liaison is required there. If we are talking of preparing people for the retail trades or the banking trades or whatever they happen to be, there has to be a great deal more co-ordination.

I can remember one of the results of the Peel study. The managers of a couple of the very large retail department outlets in that area said they would be very willing—most anxious, as a matter of fact—to work with the secondary schools in this particular area. Of course, it would be in their best interests to do so. I don't think we are going to have a great deal of trouble there. It is in their best interest to get people out who have the kinds of skills they would like them to have.

In closing that particular point, let me recognize the very clear problem that what I am suggesting creates. That problem is a form of streaming. In fact, you are embarking students down a road which is much more specific and much more directed than the road they are going down now. For those students who, for any number of reasons, happen to choose the wrong road, it is going to require a certain amount of back-stepping. I will admit that. That is one of the factors inherent in it. Whenever you become more specific and whenever you become more directive, you always take the risk that somebody is going to make the wrong choice. I don't know how, for the life of me, we are ever going to eliminate that. I can remember we spent a little bit of time discussing this in the merger committee debates and a number of people brought it up.

You might come to a different conclusion, Madam Minister, but the general conclusion from every one of those discussions was that there probably is no way you can structure an educational system that has no risks in it. Surely what we are doing now by being so much less directive, in my judgement, involves more risks than if we were some-

what more directive.

I guess that is a decision you and your entire ministry are going to have to make. That is very much a policy decision, very much a political decision, it is very much a philosophical decision. I can't make it for you. I would certainly accept the premise that there is risk; I understand that. It is just a question of how we minimize the risk.

I want to move into another area and I am quite sure the minister is not surprised at my coming to it. That is the whole question of history—the guidelines and the great amount of criticism which has flowed very recently from a textbook called Canada Today, which I am sure the minister is well familiar with. It is used in grades nine and 10 of some of the schools of this province.

Hon. Miss Stephenson: It may be used.

Mr. Sweeney: May be?

Hon. Miss Stephenson: May be used.

Mr. Sweeney: Is used though.

Hon. Miss Stephenson: Is used in some instances.

Mr. Sweeney: Oh, yes, I realize it is not a compulsory text. I certainly wasn't going to suggest that.

Mr. Grande: I thought the minister had told the people not to use it.

Mr. Sweeney: Oh, I don't think so.

Madam Minister, I want to approach this topic from two levels. The first one is the

much more general one of the teaching of history, period. The whole question of what history is and the whole question of—

Hon. Miss Stephenson: Are you going to give me a definition?

Mr. Sweeney: No, I don't think so.

Hon. Miss Stephenson: Okay.

Mr. Sweeney: Obviously you are going to be able to deduce from my remarks some aspects of it. Implied in that is the direction I believe the Ministry of Education should be giving with respect to that. It will tie very closely to what I have just been saying. I think in this area, as in others, you should be much more directive. I believe you should be saying philosophically and educationally that we believe certain things should be happening, certain things should be done and we are clearly not prepared to leave it to chance. That is not saying you don't believe in many cases it is going to be done anyway.

Perhaps I should stop right here and put in a qualifying thought, that any of the criticisms I am going to suggest in the next few minutes do not apply generally. There is ample evidence that in many classrooms of this province, history is being taught well, and has been for a long time. I expect either one of us could go out and find secondary schools in this province where there has never been a time it was not taught well.

Thus I would not want my remarks to be construed as any kind of blanket statement against the teaching of history in this province or against the history teachers of this province. But I do want to draw to your attention, Madam Minister, some genuine concerns about the teaching of history in this province. In order to do it, I am going to have to go back and share with you a little history of the teaching of history in this province. I think by the end of my comments it will all tie together. Hopefully it will make some sense and hopefully it will persuade you to make some changes.

[2:15]

You are well aware that about 1969 or 1970 the then Minister of Education of this province, our present Premier (Mr. Davis), indicated that the secondary schools had the choice of going to a complete credit system with no compulsory subjects. That included history. Over the next approximately three years, more than half the secondary schools of this province—more than likely at the direction of their boards—took that choice. So, beginning about 1970 it was possible for students in this province to go through their

secondary school career without studying the

history of their country.

I am not saying that no students in this province were not studying history. Nor am I saying that all of the students who went through the secondary schools of this province didn't study history. Let me be very sure you understand what I'm saying.

Hon. Miss Stephenson: I understand it clearly.

Mr. Sweeney: The structure-

Hon. Miss Stephenson: Was permissive.

Mr. Sweeney: The structure, the potential, the possibility was there for students in this province to go through their entire secondary school program without studying the history of their country.

You might also remember that beginning in September 1972—I think I'm fairly close—between one third and 40 per cent of the secondary schools of the province had opted not to go on the credit system, not to go on the optional program. It was in September 1972 that they were told—by ministerial mandate—they must go on that program.

The secondary schools in my own city of Kitchener were very strongly opposed to going on that program and as you could expect there were some rather bitter statements when they were told, "You must do it."

Nevertheless from 1970 to 1972 we had

Nevertheless from 1970 to 1972 we had most of the secondary schools in this province on the credit system, with no compulsory subjects. By September 1972 we had all the secondary schools on that system, because I'm not aware of any school that disobeyed the ministry order, therefore a larger number of students may not have taken Canadian history.

In 1974 there was a subtle shift. The then Minister of Education, the member for Scarborough North (Mr. Wells), was getting quite a few messages from across this province, from teachers, from parents and I suspect from some students—senior students in particular—that they were very unhappy at the situation. I suspect if the numbers had been fairly small, this very strong public reaction would not have come across as strongly as it did. The numbers obviously were growing but only your own past statistical reports would show that. I don't have those at present.

In 1974 the minister then said it would be compulsory for secondary schools to offer programs in Canadian studies and in English studies. As we found out during the next couple of years, that really didn't meet the need. What went under the heading of English studies and, more particularly, what went under the heading of Canadian studies

certainly was not what most people perceived to be the study of language or the study of history. In June 1976 I pointed out to the then Minister of Education, Thomas Wells, that it was still possible in the province—we were then six years into this possibility—for students to go through the secondary schools of this province without taking a course in what most people would recognize as Canadian history.

I also observed at that time that in my opinion—and neither at that time nor now do I have any proof of this—there probably was not another jurisdiction in the world that would permit this to happen. I certainly don't know of any, and if there were or if there are now I would like to know. I refer to jurisdictions that would allow the students in their secondary schools to spend their entire time in those schools without covering the history of their country. Yet that was possible in this province up until 1976.

I want to read you the minister's answer because it's really important for what follows: "Hon. Mr. Wells: I would dispute that. But let me just say that if such is taking place and it can be demonstrated that it's taking place in the secondary schools, we will change the requirement for Canadian studies to make it mandatory that they be Canadian history and Canadian geography, because I feel just as strongly about it as you do. If the schools are watering down what I feel is a mandate to take things like that, which are really of basic concern to Canadians, we'll change it, believe me."

That was June 1976. The minister was saying: "Mr. Sweeney, you are wrong. I don't believe it. I dispute that. That just isn't happening. If I find out that it is happening"—I'm paraphrasing the minister now—"I'm going to do something about it. Because I agree with you. It shouldn't be."

Four months later, in October 1976, Mr. Wells released a press statement at a fairly well-known press conference in the afternoon of the sixth, I think it was. A couple of other things were happening that same day.

He said: "In addition to specifying mandatory subjects for every student, we are also revising parts of the curriculum to ensure that courses strictly meet our stated objectives. We are taking a similar approach with Canadian history and geography. Curriculum guidelines will be revised to ensure that every student knows enough about the history and geography of our country to be aware of Canada's identity." Then he went on, "As Canadians we must have a firm grasp of our history, our cultural heritage and our physical geography."

There are a lot more things too, but less pertinent to the time. One would think that with that kind of a statement we were really on the road to getting mandatory courses in Canadian history in the secondary schools of this province. I'm thinking of courses where students would really learn the background of their country, where they came from and what things happened and why they happened and how they impinge upon what's happening today. Instead we got a guideline called Intermediate Division History.

I'm speaking of the mandatory program here, because to the best of my knowledge nothing which is called history is mandatory beyond grade 10. I would stand to be corrected on that, but I think that's true. It is mandatory in grades nine and 10 however. I would clearly point out to the minister that the title is history-it's not sociology; it's not social studies; it's history.

How do we define history? How do we get a sense of what history is? I would certainly say one of the ways in which we do it is to go to the people who are historians, who teach history and who should havecertainly to a greater degree than I do-a sense of what history is.

By the way, I want to step aside for just a moment, verbally that is. The minister made the observation yesterday, and I expect that she'll be making it again today, that the teachers of this province have a great deal to do with the determination of the curriculum guidelines. I want to address a couple of things to the minister's attention that she can take in any way you choose.

I have a directive here. I believe I brought this to the minister's attention before, but it's pertinent in this area. It's dated February 1977. It's from the provincial executive of the Ontario Public School Men Teachers' Association. It's to all of their district presidents. It refers to their involvement in guideline writing in this province. I only want to read two paragraphs then the minister is welcome to the whole thing. I suspect she has a copy of it anyway. Let me just read two paragraphs:

"It became apparent to those members appointed"-that is appointed to curriculum review committees-"that most of the curriculum had been prepared prior to their involvement and not wishing to simply rubber stamp the whole process their concerns were brought to the executive and certain actions

were recommended.

"The executive is asking all members to ensure that their names are not associated with any document published by the ministry, either as a curriculum guide, or in any publicity in connection with such curriculum guides. The executive has some serious reservations about the whole process and does not want to give federation approval to such documents where doubts exist.

At the very least, Madam Minister, that raises some question about the kind of involvement of at least some teachers in some curricular guidelines of this province.

Let me draw one more to your attention. This one is much more recent, It's dated February 1979, coincidentally two years later-February 1977, now February 1979. It is from a teacher in the Lincoln County Board of Education with respect to his involvement on the guidelines on guidance and counselling. Once again let me read two references: "What disturbs me greatly is the utter lack of communication with the committee and other appropriate bodies by the ministry officials since the delivery of the final document took place. Frankly, the committee has no idea as to the acceptability of the various parts of the report. We are not aware if it has ever reached the minister's desk. We have not been engaged, as would seem reasonable, in followup discussion on our key observations and recommendations. It is both fair and timely to ask why this has happened."

He goes on to say, "We certainly did not contract for this important and challenging project to be virtually ignored."

There was a considerable time line between the involvement of this teacher in a ministry curriculum guide review and when he wrote this letter. I strongly suspect he sent-yes, "Copy to Dr. Stephenson, Minister of Education," so you probably have the document yourself. As I say, the minister can choose to use that in any way she sees

I want to point out to the minister that the issue was raised again in the Legislature when I asked the question of the then Minister of Education as follows: "Given the disagreements that we have had in this House about the quality of the teaching of Canadian history in the secondary schools, how does the minister intend to respond to John Palmer, the head of the history department of Orillia Secondary School; Roger Graham, a history professor at Oueen's University; and Eugene Forsey of the Canadian Senate, who have all declared in writing to him that the new guidelines for Canadian history for grades nine and 10 are totally inadequate as history and are, in fact, no more than sociology?"

[2:30]

Let's just review that. That's the head of the history department of a secondary school, a history professor in a university, and Eugene Forsey, who I would say is one of the foremost constitutional historians in this country; at least he seems to have that reputation with most people. I suggest that's a pretty good indication of people who should know what history is and who have some ability to make a judgement call on whether what is purported to be history is in fact history.

I have the fairly lengthy letters written by each of these three gentlemen outlining their specific concerns and in every case, as near as I can see, a copy of this letter has gone to the minister. If the minister doesn't have them I'd be quite prepared to see she gets copies. I'm not going to go through all the details but in each case they clearly said what we have is not history but a form of sociology. They go so far as to say it's a form of political propaganda. I'm using only the mildest terms—there are quite extensive ones. Let me go on.

I have a reference here to The Journal, which I believe is a business-oriented magazine. Let me read just a couple of references here, "University of Toronto historians J. M. Beattie, J. M. S. Careless, and M. R. Marrus." The only one I know with any degree of confidence is Careless and he is a pretty good historian. The other two gentlemen I don't know. I'm only mentioning their names because they are historians, at a fairly reputable university in this province who, once again, should have some sense of what history is. What do they say?

"The Ministry of Éducation is drafting new curriculum guidelines that will change the way history is taught in grades seven, eight, nine, and 10 in Ontario. This document is so deficient in its conception of history that we believe it will do serious harm to the teaching of history in this province. What is projected is, in effect, the removal of a systematic study of history in favour of vague and unstructured exercises in civics and citizenship.

"The new curriculum unfurrows elaborate, patriotic and jargon-enriched societal goals. History is supposed to give the students an identity, should create a greater sense of pride, ought to illuminate rights and responsibility," and so on. They end up: "It is a collection of moral tales designed to serve political ends. To put it bluntly, history is being turned into propaganda."

I just want to read one sentence that Palmer from the Orillia District High School said; "I do not wish to sound pedantic or cataclysmic but the fundamental problem is that this guideline appears to signal the start of the end, if not the end, of sound history teaching in Ontario schools."

I wouldn't be surprised if the minister has references from other people who would disagree with these. I draw to her attention though that these are fairly reputable people. If the department heads of history in our secondary schools and the professors of history in our universities don't know what history is, then I don't know, I would have to rely upon their judgement.

Let me give a couple of thoughts that I have on the guideline itself. First, in grades seven and eight history as I understand it is being taught. We're looking at the past of our country, a series of topics which are very historical—Canada's original people, life in New France, the opening of the west, Confederation and so on.

There's a clear delineation of how to go about teaching them, when the most appropriate time is to teach them and how to interweave them. I think the grades seven and eight program is fairly well done. By the way, it ends with Confederation. I want to draw that to the attention of the minister. To quote, "The last historical reference in this guideline is to Confederation, 1867."

There is no specific reference in this guideline historically to any major issue or topic that has happened since Confederation. There are general terms that could be inclusive but. for example, there's no reference to what happened in the balance of the 19th century, or what happened in the government of our country, what Macdonald, Laurier and those other people did. There is no specific reference to all the trials and tribulations, successes and failures of building the railway. There's no specific reference to that in this guideline. There's no reference in this guideline to Canada's participation in three major wars: the Boer War, the First World War and the Second World War. There's no specific reference to the Depression.

This is the guideline that's there. I am not saying that those topics cannot be subsumed under other headings. What I am saying is, using your guideline, it's possible for teachers in this province not to include those, unless you have something else that I don't have

There are three major areas that attention is drawn to. I'm on page 11 of your guideline for grades nine and 10. "To achieve these objectives, teachers will select issues of continuing significance to Canada. One issue must be selected from each of the following areas: English-French relations"—that covers

a lot of ground—"Canadian-American relations and issues of concern to the world and to Canada." The requirement is one issue must be selected from each of those.

I would have to go back and say again that it is entirely possible and within the demands of this guideline for the secondary schools of this province to leave out major areas of Canadian history. Keep in mind that it's only in grades nine and 10 that it is compulsory to take one single course in Canadian history, that's all. In the entire secondary school, one course in Canadian history is compulsory. There are lots of other options, but that's all.

So even in my looking at the guideline, I would have to say it is deficient. I think you're going to have to be much more prescriptive; if you have already done so I would be delighted to hear it because I feel very strongly-and I wouldn't doubt that the minister shares this-that in the kinds of crisis our country is facing today the one thing our young people need is a very strong and secure understanding of the history of their country. An understanding of where we've come from, what has influenced that movement, what the various factors are that have come into play and in some kind of historical perspective and order, with the development of some kind of historical sense. A historical way of thinking-that's what I'm trying to get at-that's what we really need.

I have to wonder if some of the really dumb things people in our country say today about this country have to be attributed to their total lack of understanding of what this country is all about—where it has come from, what it has been through, what it means and why we are the way we are

today.

Let me stop again and verbally step aside once more. I have no objection whatsoever to teaching many of the social concepts, legislative concepts and multicultural concepts. I think they're all valid and very likely there is a need for our students to be taught those as well, but it's not history. My concern is that in calling those things history and putting those things under the heading of history then what we've done is downplayed and, for many of our students, almost eliminated any real history.

We're teaching them a lot of other things but we're not teaching them history. That's the danger. It really isn't a quarrel about whether we're talking about history or sociology. Quite frankly both are necessary. The quarrel lies in the fact that we have to teach something that is solid history, not on the peripheries of it. With respect to this particular book, I'm sure the minister has received all kinds of information on it.

Hon. Miss Stephenson: One letter.

Mr. Sweeney: Is that all? Okay. Generally speaking, I've been through the book—I haven't read every page obviously—and there are many good things in it. For what this book sets out to do, it's probably a pretty good book. I have a number of specific quarrels with it. Those have been raised by members of the press and by parents and I want to address your attention to a couple of them to reinforce those concerns.

In many ways, it's a good overview of certain kinds of issues. It approaches them in some interesting ways but it does have some serious flaws. It is not history, in my judgement.

Hon. Miss Stephenson: Tell me what is. Mr. Sweeney: Okay, let's go to the beginning.

Hon. Miss Stephenson: No, I'm asking you for your definition of history.

Mr. Bounsall: Is it dates, or what?

Mr. Sweeney: First of all I think we have to have an underlining of factual information. We do have to know when certain things happen. I think dates are important, yes. I think where things happen is important, places are important.

In order for us to understand concepts we have to be able to anchor them to something. I don't buy the idea that just general ideas, general concepts, are sufficient. I think we have to be able to anchor them to something

I don't think my thinking processes are greatly different from those of most other people. I certainly know, from having taught history for a number of years, that the only way I was able to get students to appreciate the cause and effects, the consequences, what flowed from what, why things happened and what else might have happened, was to have a firm anchor of factual information. I think that is important.

I think also chronological development is very important. To hop, skip and jump all over the place is not to look at things from a historical perspective. It doesn't give what I call a sense of history, because history is very much the way in which human beings have developed, the way in which human beings have related to one another, how that has happened over time and what happens at this point in time influences what happens later, and sadly, how we so often don't learn but go back and keep repeating our mistakes. But that's a lesson in itself, as well.

Surely that's history—that factual information is history, that chronological sequence of events is history, the understanding of cause and effect is history. Why did that war start? Why did the provinces of this country get together? Why do we have the kinds of trade relations? Why did we have the kinds of trade relations we had with the United States? All of those kinds of things are history—cause and effect, consequences, implications, what flows from what.

So what I want—if I dare say so—what I would hope my vision would be for the students who truly have learned history in this province is to have that background of information, to have that historical sense to really understand cause and effect, and to really have some sense of why we are where we are right now. Again, I'll put another \$10 bill on the table.

Hon. Miss Stephenson: You won't get more than 10 cents, so you're losing right from the beginning.

Mr. Sweeney: If either one of us were to go out on King Street today and talk to people who have recently been through the secondary schools in this province, I think you'd agree with me that the deficiency we would find in those areas would be pretty high.

Hon. Miss Stephenson: If you were to compare them with those who graduated from the secondary schools 15 or 20 years ago, what would be the variation?

Mr. Sweeney: I don't know. I honestly don't know.

[2:45]

Mr. Bounsall: Could I just interrupt with a question? Did you say that you do not want a sense of history?

Mr. Sweeney: No.

Hon. Miss Stephenson: No, he does want a sense of history—

Mr. Bounsall: I just wondered if you got the "not" in.

Hon. Miss Stephenson: —which, I gather, comes from a chronological examination of the events that took place.

Mr. Bounsall: I thought you said at one point you didn't want a sense of history, but rather the details.

Hon. Miss Stephenson: No, he wanted a sense of history.

Mr. Sweeney: No, I think what I said—and I stand to be corrected—

Mr. Bounsall: I think you got a negative in there and I was surprised at it.

Mr. Sweeney: —was that in order to have the sense of history you have to have that other background as well, the factual, chronological background. In my judgement one of the problems a number of recent history texts have had is this jumping all over the place.

Let's take a look at this particular text.

Mr. Bounsall: Which one is that again?

Mr. Sweeney: It's called Canada Today and it's been the subject of a certain amount of criticism.

Mr. Bounsall: That's one of those to accompany this revised—

Mr. Sweeney: The publishers of this book, who have accepted some of the criticism for it, say they have done no more than follow the curriculum guideline for grades nine and 10.

Mr. Bounsall: Is this one of the texts that is available?

Hon. Miss Stephenson: Yes.

Mr. Bounsall: It isn't the only one, it's one of them?

Hon. Miss Stephenson: No.

Mr. Bounsall: It follows the new guide-lines?

Mr. Sweeney: Yes. This text has been written in support of the grades nine and 10 section of that guideline.

Mr. Bounsall: How many others are there—I don't want to interrupt—at least three or four? Nine or 10?

Hon. Miss Stephenson: I thought it was closer to 10, yes.

Mr. Bounsall: Are they Canadian authors?

Mr. Sweeney: This one is from Mississauga, as a matter of fact. All three are from Mississauga high schools.

Mr. Bounsall: That's Mr. Kennedy's influence.

Mr. Sweeney: Let me just pull out a couple of things. First of all, it starts with a very negative concept, the fact that Canada's going to break up. I'm enough of a nationalist to believe that's not going to happen. I can't for the life of me—

Mr. Bounsall: The parliamentary assistant is fostering that idea.

Mr. Sweeney: I didn't say that. First of all, I don't believe it's going to happen. Maybe there's a certain amount of, "I don't want to believe it's going to happen," in there, I'll admit that. Quite frankly, I have to question whether or not this is a good way to introduce 13- and 14-year-olds to the history of their country. I don't think it really is.

I remember when the minister's colleague, the Solicitor General (Mr. McMurtry), introduced the family law reform legislation. He had a section in there about young couples planning to get married making out a contract. I think the reference was that since there was a sufficient likelihood they were going to break up anyway they might as well make up this contract to begin with.

Mr. Bounsall: Makes good sense.

Mr. Sweeney: Oh, God! You see, once again it's that negative tone. You start off with the impression that things are going to go to hell in a basket anyway so you might as well get ready for it. I don't think it's very positive. That's one of the first things I'd say right off the bat.

Let me turn to page nine of this book. This was drawn to my attention; I didn't catch it the first time I read it. It's an interview scene. Let me just read a couple of

sentences.

There's a young Canadian male immigrant being interviewed, and this is what he says: "We have feared for our lives. Our society was formed to help immigrants cope with this conflict, but it isn't easy. Our society decided that we will be better protected if Canada becomes part of the United States. Canada has always had racial trouble. Just look at the country's history. Remember how badly the Japanese living in British Columbia were treated during the second world war? Sure, the United States has its share of racial conflict, but we think that the US government will protect immigrants."

Once again, keep in mind we are talking about 13- and 14-year-olds. We are not talking about mature adults. We are not talking about people who have had a lot of relational type of experiences and we are not talking of people who have had the opportunity to work out many of these social

issues for themselves.

I am not for a moment suggesting 13- and 14-year-olds aren't aware of some of the racial conflicts in our society. I'm not suggesting that for a moment. But to suggest—and that's literally what this suggest—the racial conflict situation in Canada and in Ontario is worse than in our neighbouring country to the south, in my mind is not an appropriate suggestion, to put it very mildly. It is not an appropriate suggestion at all.

Hon. Miss Stephenson: Could I direct you to page two, to line two, right at the very beginning of the book? It says, "It is possible that Canada will one day cease to exist." Then the next word I think is extremely important, "Imagine this situation some time in the future. Canada is faced with serious

problems. No solutions can be found. The Prime Minister signs a treaty." "Imagine" is used. Right at the very beginning, the child is directed to "imagine" that this circumstance could exist.

There are some very important statements on that page, which I trust the teachers of this province who are using this book are delineating clearly to the students they are teaching. Do you accept the questions that are being asked of the students? "Can Canadians of different geographic regions feel that they belong to one country?" That is a very important question for 13- and 14-year-olds to consider, I believe.

Mr. Sweeney: It's a valid question.

Hon. Miss Stephenson: "Can both Englishspeaking and French-speaking people live in harmony in one nation?" That is an extremely important question. "What kind of government and laws are best for a vast country?" Are these not valid questions?

Mr. Sweeney: I'm not arguing with those questions. As a matter of fact, I think I said the three overview areas in your guidelines were all valid areas. The argument I had with respect to that was that there are a number of very specific situations—

Hon. Miss Stephenson: You don't like the examples and you don't like the dialogue that is set out there.

Mr. Sweeney: First of all, I don't think it's appropriate in a history book in 1979 to be looking at 1995. That's not history for one thing. We are coming back to the argument of what is history. That is certainly not history.

Secondly, I don't think the negative tone of this introductory chapter is a good way to introduce young people. They are very personal observations and they must be taken in that context. As a matter of fact, much of what we contribute to this debate are very strong personal observations and admittedly so. These views are shared by some but not by all.

Hon. Miss Stephenson: You may get some strong personal ones back as well.

Mr. Sweeney: That's fine. That's what we're here for. I don't think the negative tone and some of the suggestions in here are appropriate. Another racial one that was drawn here was the fire-bombing of a store in a Pakistani area. The observation was, "Well, that happens all the time." I've been fairly faithful to the Toronto news media over the last two or three years. Does that happen all the time?

Hon. Miss Stephenson: That sounds like a statement one of the members of the third party would make in the House. Mr. Sweeney: I'm asking you, do you know of any? I don't. I've heard some of the members of the ethnic communities in this area talk about some of the things that concern them, but I've certainly not heard that fire-bombing is a regular exercise in our community.

There's another reference in there with respect to relationships between adolescents and their parents. It suggests very strongly, "Do your own thing, baby." I don't think that's very appropriate. I've got a whole list of those kinds of references. I suspect you probably have the same letter I have. What's the sense of us going through them all? It's a very clear and a very concerned kind of statement. Coming back to square one and given the guideline from which this emanated, one of the references I have is from the publisher. He is saying: "We just followed the guideline. If you don't like it, blame this." We have talked about this, All right, I think we have probably said enough about it.

Mr. Bounsall: Does the minister have a response, topic by topic, before Mr. Sweeney moves to another one?

Mr. Sweeney: I think at the moment I have taken more than my share of time. I have a number of other topics, but I would like the minister to reply to those presently if she so chooses; hear Mr. Bounsall's comments, and then if time permits, I would like to come back to these next three or four topics I have under curricula.

Hon. Miss Stephenson: Mr. Chairman, I am not sure that I can manage this in a very logical sequence, because I have been writing some notes during Mr. Sweeney's dissertation.

As the mother of a teacher, who was a history teacher in the secondary school system in Ontario and one who has some particular interest in history, I was very interested to hear Mr. Sweeney's definition of history. I find that is a little difficult to delineate as clearly as one might like to delineate it within the realm of education. I am very much aware that the specific concerns expressed by Mr. Sweeney, as quoted from letters from various individuals, were precipitated, as a matter of fact, by one person who did not like the guidelines nor the route that was being taken. I am also aware that his concerns were expressed very clearly to the validation committee for the guidelines.

I think I should read a few of the names in that list—perhaps not the names but simply the roles of these individuals. The validation committee for the intermediate division history guideline is made up of the director of Canada Studies Foundation; the head of his-

tory of the Tilbury District High School, Kent county; the history co-ordinator of Scarborough Board of Education; a teacher of history in Timmins; a project officer within the OECA; an education officer within the correspondence course branch of the ministry; a teacher-educator at the Ontario Teacher Education College in Hamilton; a head of history of Citadel Secondary School, Stormont, Dundas and Glengarry; a librarian, Bloor Street Collegiate Institute; a teacher of history, St. Patrick's Intermediate School, Thunder Bay; the chairman of the department of history of the faculty of education at the University of Toronto; and one other education officer within the curriculum branch of the Ministry of Education.

There is a significant number of those who obviously have some concern about history and have obviously some background and knowledge in the area of history. They did not agree with Mr. Palmer's express concerns. As a result of that activity, I know a letterwriting campaign was instigated and the concerns expressed by those individuals I find very interesting. Having read them rather carefully, I share some of the concerns which they express about what should happen to the teaching of history in Ontario schools.

However, I am sure Mr. Sweeney as a teacher of history is very much aware that each one of us who has some discipline specialty expertise believes that everyone in the world will automatically be intrigued, motivated, fascinated by any kind of exposition of that expertise. Unfortunately, that just doesn't happen. I'm sure that the motivating factors which led to the kinds of developments which have occurred within the development of history guidelines have been primarily to instigate some interest, some motivation, some titillation of the students about history. History has not, as you have suggested, always been a very popular subject-important, yes; popular, not necessarily.

I think specifically it was the route pursued by many of these people, that they look for ways to excite young people about the study of history. I know that that was the motivation for this book. I'm aware of that from having talked to one of the authors. I am not sure they went the right route, but that was the motivation, and I think that's a very valid kind of motive to pursue.

[3:00]

I would hope that as a result of the experiences which have been documented since the intermediate guideline was developed—I hope you find perhaps a little bit more prescription than in the past; it's not quite enough for your

taste at this point, but it's certainly moving in that direction—I would hope that as a result of those experiences we will have learned something more about the kinds of ways in which we can intrigue young people to become involved in the study of history, not only of this country but also of a number of other countries as well.

I'm not at all convinced that the major history which Canadian students should study is Canadian. I think that's absolutely vital to all Canadian students, but I think they should have some knowledge of the background the history of their own country. This will come about only from studying the histories of some of the countries from which most of our people came. I think that's important as well.

I accept the kinds of concerns you have expressed. I certainly accept the concern you show about what you see and which I would have to reflect as the negative tone of this book in many areas. There are some fascinating bits in it that aren't the least bit negative, as well. Unfortunately they seem to have been forgotten in the furore about those portions which seem to be particularly disturbing to a number of people.

This is only one of several books. I'm not sure at this point how widely it is used. I think we could try to find out how widely it is used, but I'm not at all sure at this time. There are some of the others that are used.

Mr. Bounsall: By and large; in the classroom, is one text obtained from the classroom or the pupils and that's the text that is followed? Or does a typical history teacher have all of these as resources and takes bits and pieces from them all and the students don't have a text? What happens out there?

Hon. Miss Stephenson: There's a great variety of approaches, as a matter of fact. Some teachers do concentrate on two or three books. Some seem to concentrate on one, as a matter of fact, but I don't know of anyone who is concentrating on this one alone to the exclusion of others.

Mr. Bounsall: Do you not collect that sort of data, your curriculum branch, on a regular basis, as to what text or combinations of texts are in use?

Hon. Miss Stephenson: No, not on a regular basis. The review mechanism which has been established gives us the opportunity now to collect that kind of information. We have looked at a number of areas in the past year and we will be doing a number of others in the next year, telling us precisely what is going on within the classroom in terms of the use of Circular 14 books, some kinds of text-books and the approach which is being taken.

Mr. Bounsall: You say that is starting to be collected?

Hon. Miss Stephenson: Yes, but there is also some information we get from the publishers, of which Mr. Podrebarac and Mr. Maki have just reminded me. The widespread sale of the books, for example, will demonstrate how widely the books are being used.

Mr. Bounsall: Do we know from the publishers' information to you which of these texts are the most popular, or the most widely purchased?

Hon. Miss Stephenson: The most widely used?

Mr. Podrebarac: The one on the top is the most popular,

Hon. Miss Stephenson: Canada's Century.
Mr. Podrebarac: Fifty-one boards have that.

Hon. Miss Stephenson: Fifty-one boards use this in some way.

Mr. Kennedy: Could we have those names and the relative importance of them, or the relative usage, put on the record for Hansard? I think this is important, just at this point. You mentioned Canada's Century as the top one.

Hon. Miss Stephenson: I don't know that we can give you a listing of the relative use of all of the books, but the one that is most widely used is Canada's Century.

Mr. Kennedy: Is that grades seven, eight, nine, 10, or what?

Hon. Miss Stephenson: Intermediate; it is nine and 10.

Mr. Kennedy: If we could have a bit of comment as to their importance in the whole scheme of things, I think it would be important to have it on the record.

Mr. Bounsall: I would like to ask a supplementary question following Mr. Sweeney's. There is a bit of confusion here. You were talking specifically of the grades nine and 10 text that is nonspecific in so many areas and more sociologically oriented.

Mr. Sweeney: The nine and 10 guideline from which the text flows. That is why I spent the bulk of my comments on the guideline, rather than on the text.

Mr. Bounsall: Okay. Was it with respect to that that you mentioned the nonmention of railroads and what have you? Was it in respect to those?

Mr. Sweeney: If you look at the historical statement on page nine-

Mr. Bounsall: Yes, but that's for the grade seven and eight texts.

Mr. Sweeney: Right, but there is nothing like that for nine and 10. There is no definition of any specific topics whatsoever in nine and 10.

Mr. Bounsall: I guess what you're saying is there should be a lot more specificity for nine and 10, rather than what we have here, which I gather is outlined on pages 10 and 11 of the document. As far as I can read that one it deals with the legal-political processes, as opposed to the grade seven and eight one which deals, as far as I can see here, much with who built the railroad and when.

Are you saying you don't necessarily want a change in content in grades nine and 10, but more of an outline of how the topics should be treated, like the outline we have for seven and eight?

Mr. Sweeney: I'm arguing for a more historical approach rather than a more sociological approach.

Mr. Bounsall: On the surface it looks like —and maybe we can get the ministry officials to respond—they are getting that in seven and eight. You then progress to nine and 10 which is a whole different approach to things, which is the legal-political process and not tied to when the last spike was put in, which should come in seven and eight. Am I not reading your document properly?

Hon. Miss Stephenson: Mr. Sweeney's objection, as far as his perception goes, is the chronological solid history approach to Canadian history ends at the end of grade eight with Confederation. What he is actually saying is the events since Confederation are not presented in the same kind of chronological, traditionally historical way.

Mr. Sweeney: There is no guarantee they are covered at all. That's the problem. It leaves it so wide open you don't —this allows for literally anything.

Hon. Miss Stephenson: Well, not-

Mr. Sweeney: It doesn't eliminate the possibility of those inclusions—

Hon. Miss Stephenson: Look, you go ahead.

Mr. Sweeney: —but it doesn't mandate the inclusion of those other topics, unless you have something else you pass out, of which I am not aware.

Mr. Grande: Only if you assume that teachers do not have a sense of history.

Mr. Sweeney: Well, if you have a historian as a teacher, a guy who has his degree in history, he's probably going to do a good job. But how many do?

Mr. Chairman: Mr. Podrebarac, would you like to make some comments?

Mr. Podrebarac: Just a further comment about the guideline. In terms of validation the material was accompanied by a three- or four-page statement that went out to all school boards. In it was a section that talked about review, looking at the document from the point of view of the concerns you've expressed, Mr. Sweeney, about the chronological sequence of events and so forth. The validation came back to us and we've looked at it. We've given them a year to begin to implement. That is now just under way for that year.

We are about to embark on a provincial review. We are going to look at the guide-line from the point of view of its acceptance by the educational community and from the point of view of content as well. We hope our review process will get us to reconsider, or rethink possibly, some of the structure in the light of some of the most recent intermediate guidelines. Our provincial review process, I think, will help us along those lines.

Canada Today, one of the supporting texts, has only been out for one year. I think it's important to point out it's designed for the general level student, not the university bound student. Some of the feedback we've had from that audience—the 51 boards—is it's going very well. In fact, I should say it is proving to be of considerable interest to some of the university bound students in terms of the dialogue and the discussion emerging along some rather interesting issues, as has been pointed out by the minister.

I thought I could point out this other document that went out accompanying the guideline from the point of view of review, revision and reconsideration and from the ministry's point of view of policy.

Hon. Miss Stephenson: The breadth of the curriculum ideas for history in nine and 10 are really rather significant. I'm sure the conscientious teachers of grades nine and 10 pay very great attention to those curriculum ideas and most tend to incorporate most of them in their courses.

Now, one cannot, as you say, produce in any educational system a totally riskless situation. The question I suppose that has to be asked is the risk greater in that prescriptive kind of direction to the teaching profession based upon their traditional approach to history? Would it inspire more students to become really involved in the study of history and therefore, more knowledgeable and more

understanding of Canada, its roots, its present

and its future, or will this?

I don't think you can answer that question and I'm sure I can't at this point. I think our review of the situation will help us to know whether it seems to be stimulating more young people to be concerned about the study of history than perhaps they were traditionally.

I'm sorry, I don't have any figures for students involved in the study of history for 1972, which is I think the area of concern because you felt there was probably a decline at that point. There certainly seems to be a resurgence in the interest in the study of history in the intermediate division—more than just a resurgence; now it's necessary and therefore a very large number of students are involved in it at this point.

One hopes the route we're taking will be of value in the long run as far as the development of a sense of history is concerned, but I can see your perspective and it's something about which I have expressed some

concern as well.

If Mr. Sweeney would like to see the curriculum guideline, intermediate division, for science, which probably is about as prescriptive as he would like a guideline to be, I would be delighted to—do you have that one?

Mr. Sweeney: What's the date on that? Hon. Miss Stephenson: It's 1978.

Mr. Sweeney: No, I don't have that one.

Hon. Miss Stephenson: This, I think, is an indication, as are many of the other curriculum guidelines which have been developed within the last year or so, of the direction which we are taking, which is that a little more along the line you have been suggesting would be more appropriate. I believe they are fuller, I believe they are somewhat more prescriptive—not totally, because there is, I believe, a local responsibility for the amplification of guidelines in order to develop a degree of relevance at the local level which is appropriate.

Mr. Sweeney: Is that also true, Madam Minister, for what I keep referring to as "the basic core" in the elementary grades?

Hon. Miss Stephenson: English and math?

Mr. Sweeney: English, math. Do we now have curriculum guidelines, or are you in the process of designing them, that will give a primary or junior grade teacher a pretty good statement of what she should be doing—

Hon. Miss Stephenson: The major activity, to my knowledge is support documents.

Mr. Sweeney: —as opposed to these kinds of things which can be interpreted to mean an awful lot and which require a great deal of work on the part of the teacher or the board, as the case may be?

Are you in the process of doing that?

Hon. Miss Stephenson: There are many boards that have done an extremely good job of that kind of embellishment and amplification, but the direction we have been taking in what has been our major activity, which is in the intermediate area over the last year or so, has been, I believe, in the kind of direction you're suggesting. Having heard from many teachers the kind of concern which you express, that there was entirely too skeletal a nature to the guidelines which were provided for teachers, I had believed-I guess somewhat naively-that the vast majority of teachers would have welcomed a more skeletal nature and the opportunity to work within their own group under the jurisdiction of a board to amplify those guidelines to meet the local situation in a way which would provide a relevance in the educational program which would be more stimulating to children. But I think that perception in some cases was wrong.

Mr. Sweeney: Madam Minister, that was a professional perception at one time. What they very quickly realized—and which I understand prior to 1975 was beginning to be conveyed back to the ministry—

Hon. Miss Stephenson: Oh, yes.

Mr. Sweeney: —is, number one, it takes a great deal of expertise to do that. In other words, there is a skill in curriculum development which the majority of our teachers have never had the opportunity to learn. What they found they were doing—and to a certain extent they are still doing—is spending a great deal of time learning as they go something which could have been done much more efficiently by your top curriculum people who have those skills.

[3:15]

The second thing is the time factor—the number of days classroom teachers spend out of their classroom developing these things. You have 50 boards across the province all doing the same things in an area which should have a great deal of commonality.

That's the kind of reflection that came back and, to a certain extent, it is still coming back.

Hon. Miss Stephenson: There is a degree of emphasis on this kind of activity which is still certainly present in many boards. I think the profession itself sees it as a reasonable kind of activity, because it provides an opportunity for a professional development activity which the teachers might not otherwise have become involved in and which should enhance their capacity to deliver their educational program within the classroom as well.

I recognize your concern and the concern that has been expressed to me by a number of teachers, particularly those in the elementary field although by some secondary school teachers as well, that they feel the need for closer guidance in the direction of the provision of curriculum within the classroom. If think the activities which have been taking place within our curriculum development branches within the ministry have been following that general direction and I believe they will continue to.

I have to tell you, Mr. Sweeney, my concern specifically is for those teachers, particularly in the remote boards, who simply do not have the opportunity because the cadre or corps of teachers is not large enough and the boards simply do not have the resources or the capacity to provide alternative teachers, when those teachers must be out of the classroom, to carry out this kind of curriculum development. Therefore, it tends to be somewhat erratic across the province and that is not very helpful.

Mr. Sweeney: That has been intensified since the resources that used to be available to those people from the regional offices have been withdrawn.

Hon. Miss Stephenson: I would have to disagree.

Mr. Sweeney: You remember the time when there were 10 regional offices around the province, each one staffed with a number of curriculum resource people who would go out and work with the boards and work with groups of teachers in this very area. That is true to a much lesser extent today. There are fewer offices and fewer officers.

Hon. Miss Stephenson: Even when that was a part of the reality, there were areas within the province in which the participation in local curriculum development was not as active as it was in other areas, for a number of reasons. Isolation, remoteness, travel distance and a number of factors were involved in that.

Mr. Sweeney: I'm not talking about northern Ontario; I'm talking about areas like Woodstock, Brantford and so on.

Hon. Miss Stephenson: I'm talking about northern Ontario, because that's the area that has the problem.

Mr. Sweeney: That happened there. Those smaller boards simply didn't have the financial

resources to build up their curriculum resources of their own. They tapped heavily into those regional offices. I know the economic reasons why they were closed. That was a decision made by your government. Surely, at that time it would become all the more expected that the central ministry would move in and pick up a lot of that slack.

Hon. Miss Stephenson: The central ministry doesn't do it alone, as you are very much aware, because those who function along with staff of the ministry are nominees from the Ontario Teachers' Federation specifically.

Mr. Sweeney: I understand that. Do you have any reaction to my questions and comments and suggestions or whatever on the reorganization of the secondary school? Or are you going to come back to that later?

Hon. Miss Stephenson: We acted in response to the concerns expressed in the Interface study, which included the examination of the problems within the secondary school system. The rates of retention did not seem to be increasing quite as dramatically as one would have hoped they would, when the purpose for the development of the credit system was to give secondary school students the opportunity to work in the direction in which their talents and their capabilities seemed to indicate was most appropriate as the route to their career choice, whatever that would be in the end.

When all of those factors were examined and, as I said, we did not seem to be moving dramatically in the direction of provision of the most appropriate kind of educational program for the world of work outside the school system, then in the structuring of the ministry we looked very seriously at the intermediate/senior area of the school system and established the senior and continuing education branch. The responsibility for this branch right at the moment is a very careful examination of all the problems related to the secondary school system as they have been delineated in a number of studies. Those studies are being examined quite carefully.

The retention rate would seem to be improving up to the end of grade 12. I'm not sure it's improving to the end of grade 13. Probably it is not because of the current popularity of the community college system which attracts a relatively large number of students at the end of grade 12 for very joboriented training programs.

One of the major reasons for making the moves we have in the past year—the increasing development of co-operative education programs, vocationally and in the business

area; the development of the linkage program specifically related to certain apprenticeships which are approved and regulated within the province-is an attempt to permit that student who is not necessarily academicallyoriented and is not necessarily seriously considering pursuing a post-secondary educational program within a college or a university to find a means through the secondary school system to continue to gain an educational base. At the same time it allows him or her to develop some capability within a training program which will provide him or her with some skill which can be adapted either to the world of work at the end of grade 12 or 13, or to a further skills-training program which will lead to certification within a trade. That is the reason we have moved in that direction this year.

It would appear to be reasonably popular because a significant number of schools have signified their interest in the linkage program and are becoming involved this year. Certainly there is an increasing participation of educators at the secondary school level in the community industrial training committees which have been established related not just to employer-sponsored training programs but to other skill-training programs within communities as well.

There certainly is a great deal more awareness within the secondary school system of the need to provide that opportunity for a very much larger amount of young people who are attending our secondary schools. This is the route we are going to persist in following at the present time, because we believe it will provide those opportunities for an increasingly larger number of students.

Mr. Sweeney: Is it fair then to judge that the setting up of the senior and continuing education branch within your ministry is a recognition that the last two or three years of secondary school have to be more careeroriented? Is that the way it's to be interpreted?

Hon. Miss Stephenson: For many students it must be much more directly relevant to the world of work in areas outside of the academic area, yes, specifically so. Also there is a recognition of the fact that in many instances there were large impediments and barriers between the end of the secondary school system and the beginning of the post-secondary educational program in many areas too. We're attempting to attack all of those problems through this divisional reconstruction and through the emphasis being placed on the examination of and the enhancement of the career-counselling program within the schools.

Mr. Sweeney: At the committee hearings, you said you had no intention of impinging on the traditional autonomy of the college or the university—particularly the university, historically, but even when the college people were in you made it fairly clear to them the branches were there to suggest strongly they were not going to get in their way. Given that response, I'm a little bit at a loss to understand how the continuing education aspect of senior and continuing education meets that bridging need.

Hon. Miss Stephenson: It is a bridging need in that there needs to be a great deal more conversation, discussion and consultation. It's relatively easy between the college system and the secondary school system; it's not quite so easy between the very autonomous universities and the secondary school

system, but still quite possible.

We have suggested a mechanism—which I think is appropriate—which will begin the establishment of more geographically-limited means of consultation and communication among the various educational institutions. This is aimed at ensuring there is on the part of each one of them some knowledge of the requirements and the situations of each of the others, so they can begin to work together to ease that transition from a secondary school system to either a college or a university. This is a part of the examination of this problem which we have been carrying out this year.

Mr. Sweeney: All right. One final question—from me anyway. Is it fair to perceive the intent of the continuing education aspect of that division is to be that kind of a bridge? Is that the way we are to perceive it?

Hon. Miss Stephenson: It may eventually be that, yes. But our concern was not simply with the bridging mechanism and the need to improve the transition. The development and acceptance of the concept that learning is a lifetime activity is also a part of the continuing-education concept contained within the philosophy of that portion of the structure of the ministry.

You raised the concern expressed by the teacher-counsellor in Lincoln who was a member of a committee appointed to produce a report for the ministry for a study on guidance within the elementary system. That was a report to be used as part of the basis for our proposals in the area of guidance within the elementary school system. It was not a report that was going to be published or released. I gather he felt it took too long to develop the report in the first place. But after the report was submitted to the ministry there was certainly communication to

all members of the committee. They were contacted and advised that all the recommendations were under consideration and that we will probably be making further announcements about this in mid-December of this year.

Mr. Sweeney: It's going to be a big announcement in December.

Hon. Miss Stephenson: It may be absolutely monumental, as a matter of fact.

Mr. Bounsall: Do we know what we're doing over the Christmas break?

Mr. Grande: The changes that William Davis made are not going to count one ounce for the changes you are going to make.

Hon. Miss Stephenson: I wouldn't say that.

Mr. Bounsall: Mr. Chairman, I must apologize to the ministry and to the minister for not being as up on the whole curriculum area as I should and if my portfolio isn't changed, it will be a year from now, I can assure you. I'll certainly try to resist a change in portfolio because I get continually more interested the longer I'm in it.

Of course it's rather costly to change clothes the way one does. I had just bought all my attire to properly be addressing occupational health and safety reps out in the plants-the dark greys and dark blues and

Hon. Miss Stephenson: You'll be wearing safety boots and a hard hat?

Mr. Bounsall: -so that I could properly represent the rational side of things, when I get switched into Education.

Hon. Miss Stephenson: Are you suggesting it's the irrational side of things?

Mr. Bounsall: I got two suits I didn't need. I don't need the blues. I've got the yellow suit for the kids; I've got the pink suit for the trustees; but I don't have the nondescript grey wardrobe I would need maybe for the other areas. I'll wait until the January sales.

Hon. Miss Stephenson: Which other areas are you suggesting are nondescript grey?

Mr. Bounsall: I kid the school teachers that I don't have the nondescript grey for them. They think I'm kidding. I won't say what other areas and what colour of suits I should use for areas of the ministry. I'll think about that.

Hon. Miss Stephenson: I'm sure there is some Freudian significance to all of this and I'm going to-

[3:30]

Mr. Grande: I'm sure you understand what he is saying.

Mr. Bounsall: At any rate, for the curriculum types I'll really work on what kind of wardrobe I should have to talk to them. If they have any suggestions of what kind of wardrobe they relate to most-

Mr. Cooke: It has to be trendy.

Mr. Bounsall: The trendy, polka dot stuff or something.

Anyway I'm not as prepared as I should be, but certainly things are interesting me

and I learn as I go along.

I just flipped through the most popular text-at least the ministry said it's most used -Canada's Century. Mr. Sweeney referred to Canada Today. I turned to one section of the two books-on the current situation in Quebec and how it was treated. I must say that just looking at those sections I prefer the treatment in Canada Today to what I saw in Canada's Century. It was a more honest treatment in Canada Today than in Canada's Century.

I compared the cartoons in each of the books and I think there is a strong anti-Quebec or anti-separatist bias in Canada's Century that is not an honest portrayal of the

Ouebec sentiment.

I say no more. This is just my reaction after flipping through those sections. Textbooks are very much in the eye of the reader obviously-

Hon. Miss Stephenson: Quite subjective.

Mr. Bounsall: -as to what is adequate and what is good and what is not good and what one relates to.

Turning, however, to curriculum, the linkage program which the ministry referred to falls under the curriculum section of our discussions, I gather. Secondary schools are invited to participate in that pilot program?

Hon. Miss Stephenson: Yes.

Mr. Bounsall: Is there any restriction as to the number of secondary schools that can participate in that pilot project?

Hon. Miss Stephenson: No. They just must have been offering the related course within their school.

Mr. Bounsall: One or more of those eight subjects-

Hon. Miss Stephenson: Yes.

Mr. Bounsall: -in the trades you have your detailed curriculum outlines for? So any school that's teaching one or more of those can participate in that pilot project which would lead to the advanced standing in those trades. How many schools have taken advantage of that project?

Hon. Miss Stephenson: A total of 74. It was 60-some-odd last time.

Mr. Bounsall: Out of how many that may be eligible? Do you know?

Hon. Miss Stephenson: One would believe it's more than half of the schools potentially participating now.

Mr. Bounsall: Those curriculum outlines, which you call training profiles for the trades are sent out on request?

Hon. Miss Stephenson: Yes.

Mr. Bounsall: Obviously the 74 schools would have requested those profiles. Have you had them sent out?

Hon. Miss Stephenson: One or more.

Mr. Bounsall: Have you had those requests for that from the whole range of eligible schools? Are there more requests than there are schools involved in the project?

Hon. Miss Stephenson: It would appear more schools are asking for certain programs than others. For example the general machinist is an extremely popular profile.

Mr. Bounsall: What are the eight subject areas?

Hon. Miss Stephenson: There are 74 registrations and there are 33 boards involved. There already have been 277 requests for profiles.

Mr. Bounsall: That's the whole range of profiles?

Hon. Miss Stephenson: Yes.

Mr. Bounsall: It's a pilot year, but anyone who qualifies can participate in the pilot?

Hon. Miss Stephenson: Yes.

Mr. Bounsall: What are the eight subject areas?

Hon. Miss Stephenson: Baker, retail meat cutter, cook, hairdresser, general machinist, industrial millwright, construction millwright, major appliance service technician.

Mr. Bounsall: How quickly do you intend to expand those to other subject? Do we get another four added next year, for example?

Hon. Miss Stephenson: I believe there are six that are being worked on right at the moment.

Mr. Bounsall: Would they be available for next year? For September 1980?

Hon. Miss Stephenson: Hopefully, they will be available for September 1980.

Mr. Bounsall: With the training profiles and the whole lot?

Hon. Miss Stephenson: Yes.

Mr. Bounsall: You mention the pilot project to assist interface between the secondary schools and community colleges in business education. Hon. Miss Stephenson: It is not a pilot project.

Mr. Bounsall: It has gone beyond the pilot project stage?

Hon. Miss Stephenson: I wouldn't call it pilot in actual fact because it's a working group that is functioning to attempt to enhance that interface and develop closer linkages between the secondary school program and the post-secondary programs. I wouldn't call it a pilot project yet.

Mr. Bounsall: There is a pilot group, as you say, working to assist that relationship?

Hon. Miss Stephenson: Yes, and develop the appropriate kinds of programs.

Mr. Bounsall: Is this only being worked with at Fanshawe in London?

Hon. Miss Stephenson: At this time, that's the site of the group that's working on it. It expands beyond that area.

Mr. Bounsall: The group just happens to be sited there. Can I ask what other boards and what other community colleges are involved in looking at this at the moment?

Mr. Blake: Cambrian College.

Mr. Bounsall: Perhaps you should come to the table where you can reply, Mr. Blake.

Mr. Chairman: Mr. Blake, would you mind coming to the mike for the purpose of Hansard?

Mr. Bounsall: Is it very much an endeavour that's being encouraged by the ministry? Do other boards and other community colleges hear about the group in London at Fanshawe and at Cambrian and then, if they hear about it, phone in and ask what can they do? Or are you actively going out and promoting those discussions?

Mr. Blake: I think we are in many fashions. Certainly, the secondary school teachers, particularly the business types and the technical teachers, do want to get involved in this endeavour. They hear what the ministry is saying. They hear what is being done elsewhere in the province and they are responding to their local needs. There is tremendous activity being generated at the moment in this whole area involving that particular interface. We have the example of officials in our particular branch in the business area involving themselves at meetings in various sections of the province. Some enthusiasm is being generated for this interface.

Mr. Bounsall: What are your plans for this kind of involvement other than just in the business area? You have got it rolling in the business area, or it's in the process of beginning to roll?

Hon. Miss Stephenson: It is beginning to roll.

Mr. Bounsall: Are you beginning to roll or thinking of beginning to roll in some other subject areas? What are the plans?

Hon. Miss Stephenson: The business area and the skills training areas were the two about which we had specific concern. It would appear from the information we've been able to develop that employers seem to have greatest concern specifically about the capacity of graduates of the secondary school, to be involved in business offices, the kind of thing, for example, Mr. Sweeney was talking about. I think the retail area is one we should look at very specifically. It's one we'll move upon once we've developed the pilots, the kinds of activities which are structured appropriately to ensure that the business area is going to be self-perpetuating.

Mr. Bounsall: You've had no requests other than the skilled trades business area for that endeayour?

Hon. Miss Stephenson: We've certainly had some communication with representatives from the retail area. This is one of the areas in which we believe co-operative educational programs will probably be of some very real value. As Mr. Sweeney mentioned, there are certain retailers in Peel who have made some requests that co-operative educational programs be developed in that area.

We have some business co-operative educational programs established in Toronto related specifically to the provincial government. The government is going to be responsible for, I think, 126 business students in Toronto-providing the workplace experience in office procedures, maybe in other procedures as well, because there are a number of other areas outside of Toronto that have expressed some interest, for example, in co-operative educational programs related to motor vehicle maintenance and to a number of other things.

Mr. Bounsall: In your opening remarks you also mentioned there will be 10 secondary schools across the province that will be involved in a private project on improving the work and employee ability skills. Is that still about to happen, or are those 10 schools now participating?

Hon. Miss Stephenson: They will be at the beginning of January 1980.

Mr. Bounsall: Where are the 10 schools? Are they well scattered across the province?

Mr. Blake: Yes, they are. This will be a pilot project. The schools are as follows: Bayview Secondary School; Sir Oliver Mowatt Secondary School in Scarborough; Lord Elgin in Burlington; W. L. MacKenzie in Downsview; Confederation in Ottawa; Sudbury Secondary School in Sudbury; Kincardine; Wallaceburg; Grimsby; and Northern Secondary School in Sturgeon Falls.

Mr. Bounsall: How did you choose the 10?
Mr. Blake: This was done in consultation with our regional offices.

Mr. Bounsall: Were some regions more enthusiastic about having the pilot run than other regions were?

Mr. Blake: We had decided originally to choose 10 schools. We contacted our regional office and the person who has guidance responsibility in that area was able to recommend some schools within the region. This is how we did it.

Mr. Bounsall: I'm not sure where the regional demarcations come. Were some regions left out?

Hon. Miss Stephenson: Northwestern Ontario doesn't have one. Thunder Bay did not have one.

Mr. Bounsall: The way it was written in your opening statement you are hoping to make this available to all secondary schools by next September.

Hon. Miss Stephenson: If the pilot works well and it would appear that things are going in the right direction, yes. It would be "available" to all of the schools.

Mr. Bounsall: So it looks as if you are not anticipating many problems with the pilot—it will probably work and if any problems do show up which you really aren't anticipating they will be sufficiently minor so you can see it being made available right across the province in September?

Hon. Miss Stephenson: Yes, there are four major themes in the program which I think we listed for you, didn't we?

Mr. Bounsall: Yes, that's right. Is this being given to all level students?

Mr. Blake: Oh yes.

Mr. Bounsall: It would be available as a course for students at all levels in the secondary school system?

Mr. Blake: All those who wish to participate.

Hon. Miss Stephenson: Who choose to.

Mr. Bounsall: It is not targeted at any particular grade level? It's flexible enough so that a grade nine general student can take it as well as a grade 12 student in the five-year program. Or is there a particular level at which it's targeted?

[3:45]

Hon. Miss Stephenson: No.

Mr. Bounsall: Or is that what the pilot is all about?

Mr. Blake: As we anticipate this, two or three of these could be taking place in the school at the same time.

Mr. Bounsall: At various levels.

Mr. Blake: They may want to concentrate other students in the general level area. And it would tie in well with the dropout—those students who for some reason are wishing to get out of school.

Hon. Miss Stephenson: Those who leave at the age of 16, for example, to go into the world of work, who don't wish to pursue any specific training course.

Mr. Bounsall: It is at about that level where I would see it would be most popular.

Hon. Miss Stephenson: Perhaps that would be the most popular level, but one wonders whether it might not be a reasonable experience for all students within the secondary system.

Mr. Bounsall: Oh, I am sure.

Hon. Miss Stephenson: Most of them will probably be participating at some point in some work experience—

Mr. Bounsall: Of course.

Hon. Miss Stephenson: -particularly those who are going on to academic studies.

Mr. Bounsall: Sure. I haven't seen the content of it. Do you have a course outline?

Hon. Miss Stephenson: We just happen to have one.

Mr. Bounsall: I would like to see if it is possible.

Hon. Miss Stephenson: This is the training profile for tool and die-maker, for example, if you would like to see that.

Mr. Bounsall: Oh, yes. Sure.

Hon. Miss Stephenson: We have had one letter, I have to tell you, from someone who was objecting to the profile.

Mr. Bounsall: You can send it to my office. Hon. Miss Stephenson: Yes.

Mr. Bounsall: Would these be supplied free of charge to the boards, or what is the charge on these?

Hon. Miss Stephenson: Yes, for the time being they are free. We haven't really addressed the matter of making any charge to boards for it.

Mr. Bounsall: Because that is really one of my concerns.

Hon. Miss Stephenson: Yes.

Mr. Bounsall: As I said in the opening statement, your curriculum people do all this nice work and because of the government cutbacks and boards reluctant to go to their tax base in many instances you don't get this stuff into the schools.

Hon. Miss Stephenson: They may not purchase texts which are related, but this material is made available to them.

Mr. Bounsall: All right. You haven't decided whether the work employability skills program will be free or not?

Hon. Miss Stephenson: It probably would not be treated any differently from any other as a guideline.

Mr. Bounsall: What does that mean, no charge to the boards?

Hon. Miss Stephenson: Delivered.

Mr. Bounsall: Will we expect five or six textbooks to be produced to accompany it? You know this is not an area that lends itself to it. Is that right?

Mr. Blake: A bibliography, of course, will be given and the schools may buy their own texts.

Mr. Bounsall: This would be a library text, though?

Mr. Blake: Yes.

Mr. Bounsall: Let me ask you a few other questions in another area.

You mention that the intermediate division science provision is in its first full year. The textbooks to accompany this one are not ready yet, is that correct? The publishers are just in the process of developing the texts?

Hon. Miss Stephenson: Textbooks have already been developed.

Mr. Maki: Textbooks are available, but we are not encouraging single texts.

Mr. Bounsall: There are available texts that match the curriculum changes?

Hon. Miss Stephenson: Perhaps not exactly, but they certainly are adaptable.

Mr. Bounsall: Publishers are engaged in producing texts that are not yet out but which would be more applicable?

Hon. Miss Stephenson: They are not available at this point.

Mr. Bounsall: Are there quite considerable changes in the science curriculum that is just starting this year? What changes in thrust are occurring in science? I haven't had a chance to look at that yet.

Mr. Maki: I would think it would be useful to have a look at it because it has had a great deal of work put into it and from what I can understand, it is a well-accepted guideline.

Mr. Bounsall: You have had no negative feedback on the guideline?

Mr. Maki: We have had very positive feedback.

Mr. Bounsall: Very positive feedback instead. Did you have many science teachers involved in the development of the guideline? What was the extent of involvement?

Mr. Maki: There are a number of science teachers involved. There are people who are heads of science, program consultants in science, and so on. A great number of science teachers have been involved in the preparation of this guideline.

Hon. Miss Stephenson: There are about 15 on the committee and two thirds of them are heads of science, science teachers, or education officers with a science background.

Mr. Bounsall: Speaking generally for the moment, when do you decide to revise a curriculum? Is it reviewed periodically or is it done as the result of a ground swell of comments from teachers saying, "It is time we revised this"? What causes you to say, "Let's get a new science intermediate division out"? And do you then contact people to help you develop it? What causes you to come out with an updated curriculum?

Mr. Maki: There are a number of ways in which we attack that problem. One is by the review process, if it uncovers a very real need. We are also attempting to do some long-term planning to look at our documents and phase in a development type of process. Those are the main ways.

Mr. Bounsall: Okay. How often does that occur? For example, you have got this in the schools for this year; there will be some textbooks coming out next year that would be more applicable to it than those that are on the market now; roughly, when might we expect to have the next, science intermediate guidelines and curriculum development?

Hon. Miss Stephenson: It would depend upon the responses and concerns expressed by those who are actually teaching, who communicate with us directly about certain areas which they believe need to be improved or modified. It also depends on our provincial reviews which determine whether the guideline is meeting the needs of the teachers and the students in the intermediate division.

Mr. Bounsall: Yes.

Hon. Miss Stephenson: So, it may be fine for one, two, three, four, five, even six years before we get any feeling that major modifications need to be made to it. Minor modifications can be made in the meantime through supplementary documentation which is provided to the teachers.

Mr. Bounsall: Yes. I know the problems with devising a completely revised one, the textbooks which must follow it and so on. This isn't something you do yearly.

Hon. Miss Stephenson: Lightly.

Mr. Bounsall: Or lightly. But often you need to guard against the attitude of, "Ah, we have the intermediate science taken care of; we can forget about that."

Hon. Miss Stephenson: I don't have that feeling about curriculum anywhere, somehow.

Mr. Bounsall: No. I have that feeling too that this is really not what happens.

Hon. Miss Stephenson: It is not static.

Mr. Bounsall: Yes.

Hon. Miss Stephenson: Ever.

Mr. Bounsall: But there isn't much of an attitude of, "Well, we've got that done, we can forget about that for a while"? You are conscious of all the—

Hon. Miss Stephenson: No. One would hope we would not have to do anything major to the intermediate science guideline, for example, right at the moment, so we can begin to look at other areas of curriculum development which need to be examined.

Mr. Bounsall: Let's go to the other guidelines. Are you well under way in the guideline development for the senior division biology? Where are you in that process?

Hon. Miss Stephenson: It is in the process of validation at the moment,

Mr. Bounsall: Validation means what?

Hon. Miss Stephenson: It means that-

Mr. Bounsall: You have completed a guideline and you are now—

Hon. Miss Stephenson: It's being examined, reaction to it is being documented and when that is completed—

Mr. Bounsall: With a view to instituting it in September 1980?

Hon. Miss Stephenson: It's possible that it might be ready by that time, I think.

Mr. Bounsall: Okay. I'd like to get a grasp on the time sequence here. You've a rough document for senior biology, as you have there, except it is not published with a cover on it yet.

Hon. Miss Stephenson: Yes.

Mr. Bounsall: It is there, but unpublished. You are getting reaction at the moment? You are sending it out to the biology teachers?

Hon. Miss Stephenson: Teachers, right.

Mr. Bounsall: And getting reactions back from them? Is this the way it goes?

Mr. Storey: That has gone out; it is being rewritten now.

Hon. Miss Stephenson: It is being rewritten now. The validation process has been completed, it is now in the process of being rewritten, so it should be ready for September 1980.

Mr. Storey: For implementation the following year.

Hon. Miss Stephenson: Yes. For distribution in 1980 and implementation the following year. There is a time lag between distribution and implementation. The teachers require the time to examine the documents and plan their method of teaching on the basis of that document.

Mr. Bounsall: By the senior division—here again I show my lack of knowledge of the details of the ministry—by senior biology do you mean this is grade 11 and 12?

Hon. Miss Stephenson: Eleven, 12 and 13.

Mr. Bounsall: Including grade 13?

Hon. Miss Stephenson: Yes.

Mr. Bounsall: Okay. So we can expect this to be in the classrooms by September 1981.

Hon. Miss Stephenson: Yes.

Mr. Bounsall: All right. Let's go back to the one which you are about to start soon, the guidelines for physics and chemistry. It was mentioned you are about to start it soon. Have you not touched it yet; where are you in that one?

Mr. Podrebarac: We are just about at the committee phase, in terms of identification of the proper people for it. The committee will get placed shortly and then we will go into deliberations. So this is just beginning.

Mr. Bounsall: Will that cover grades 11, 12 and 13?

Mr. Podrebarac: Senior division.

Mr. Bounsall: Will it cover 13?

Mr. Podrebarac: Yes.

Mr. Bounsall: As a professor teaching firstyear university chemistry courses, always one per year, when you revised in September chemistry 1968 what you did was take all of the chemistry in grades 11 and 12 and put it in grade 12. You got a nice consolidated understandable course in grade 12. Nothing happened in grade 13. The teacher was left to do his own thing in grade 13. We were faced at the university level with complementing that. That had no benefit for us teaching first-year university chemistry. We had to teach the same way; even with the same content we always had. Some of the students you got may have gone into more depth in a particular area than we were teaching at the first-year university level, but be completely lacking in another area in which another third of the class may have gone well beyond the required depth. So we had to do the same thing we had always done because nothing was done in grade 13; you had to go out and do your own thing. Some teachers did their own thing; all the teachers did their own thing very well, but there was a complete freedom of what topics they took and what depth they went to, which meant that in a classroom that came from a variety of high schools, the depths they went to and the topics covered were obviously varied.

So, this guideline will actually lay out a

course program for grade 13.

Mr. Podrebarac: That is very much in keeping with the format you see here. I think we will build on our strategy in the intermediate division and extend it into 11, 12 and 13 in detail.

Mr. Bounsall: Yes. Interestingly enough the math course at that time was much different. At the same time they developed a very careful outline for grade 13 math so math in first-year university took quite a change as those students entered university. We couldn't do that in chemistry. We had to do the same thing we had always done. We were not happy to do that. We recognized that in many of our topics some of the students would have more depth than we were giving in our first-year courses.

I am glad to see you are about to specify a required course content for grade 13, so we can start university courses at a different level and know what people have been receiving.

You are about to set up this comittee. How do you go about choosing the persons in physics and chemistry who should be involved at the committee stage?

[4:00]

Mr. Podrebarac: Basically we invite nominations from the Ontario Teachers' Federation. We decide on the number of people we need and invite nominations from OTF. We choose some of the people ourselves. They, basically, make up the committee.

Mr. Bounsall: I know there are problems with this. Do you choose anyone who's involved in the teaching of the first-year university level?

Mr. Podrebarac: Yes.

Mr. Bounsall: You have some of those as well. Where do those suggestions come from?

Mr. Podrebarac: We've just gone to individual sources at times and we've requested nominations as well.

Hon. Miss Stephenson: From the universities themselves.

Mr. Bounsall: Do you go to all the universities, do you make it generally known that you're searching?

Mr. Podrebarac: I don't think we've done that in the past. I don't know that we should or could. But I think we try to get the best possible smarts on the subject we can.

Hon. Miss Stephenson: One of the sources that we probably should tap at this point is the Council of Ontario Universities. We could ask CCU to suggest to us the sources of universities. This, I think, would be an appropriate route to pursue.

Mr. Chairman: May I interject at this moment? I would encourage the speakers to speak as closely into the microphones as possible. Hansard is having a problem.

Mr. Bounsall: Is that also directed at me?

Mr. Chairman: Not particularly. No, you're doing very well. You've got it fairly well centred there.

Mr. Bounsall: I haven't propped my books up in front of the mike today as I did yesterday.

You have this book-purchase plan with the publishers in which you send out a single examination copy of all new textbooks produced by the publishers to the schools. Is that when the textbook has made it on to the circular as an approved text?

Hon. Miss Stephenson: When it's a text that can be approved for use within the school, yes.

Mr. Bounsall: What numbers are we talking about? There are 4,600 schools but that's the number of schools in total. What's the breakdown of primary and secondary? If I'm the publisher of Canada Today, what numbers of textbooks do I anticipate the mistry buys? Are you saying all secondary schools would get that text? What are the numbers we're talking about?

Mr. Crossley: About 200 books a year are approved for our Circular 14.

Mr. Bounsall: New books per year?

Mr. Crossley: Yes, that's from grade one to grade 13. The procedure is that the school boards are notified and they are allowed to request the examination copies that are then provided through the book purchase plan.

Mr. Bounsall: So the school receives the list, they're notified—

Mr. Crossley: They request.

Mr. Bounsall: It's a matter of their requesting.

Mr. Crossley: Right, so you can't just multiply the number of schools by the number of books.

Mr. Bounsall: I see. It varies I gather. If for whatever reason a particular elementary school or the teachers there are not made aware of those nice readers at the grade four level that were around last spring for the first time, they don't get the request in.

Mr. Crossley: They generally are aware. It's pretty safe to say the majority are. About \$2 million a year goes out for that purpose.

Mr. Bounsall: If I was a principal or a teacher in a school, I would want to have a copy of everything that comes out. A title appears on the list; you know nothing about it—whether it's good, bad or indifferent; you don't have a copy in front of you. You have to respond by asking for the materials.

My tendency would be to say, "We'd better get a copy of everything because we don't know what's good, bad or indifferent." The question is, why don't you get a copy requested by every school for every classroom level? Why wouldn't a school principal or teacher want to see one copy of everything for their appropriate level or course?

Mr. Crossley: I hope I didn't give the impression that many of them don't. Most of them do. We think that across the province most schools are building exactly the kind of library that you suggest, depending on the grades in that school. Everybody gets this; this is the document; they go through it. They may not have a course designed for that purpose in the secondary school.

Mr. Bounsall: Oh, sure, if there isn't a course in the secondary school, then they wouldn't be interested. But where there are the courses, are you saying that you pretty well get a request from every school for it?

Mr. Crossley: Well-

Mr. Bounsall: Not quite; there are some that don't.

Mr. Crossley: I really don't have the exact figures, but I could get them.

Mr. Bounsall: I don't want to get the ministry involved in collecting statistics which would create a lot of expense for the ministry, but surely there must be some concern somewhere in your ministry if a particular school is not requesting the new materials that are coming out. Can those be identified? Do you know of school X that gets Circular 14, but whose requests don't come in?

Hon. Miss Stephenson: Do we have any who don't request something?

Mr. Bounsall: Hold it. The sotto voce whisper here was, "very few." So that means there maybe are a few. And isn't this a matter of concern that some individual school is ossifying out there in terms of the nice new materials that are being made available to them?

Mr. Crossley: Thank you; I think we have a new question for our reviews.

Mr. Bounsall: If it isn't too expensive for you to do it.

Mr. Crossley: The review is going on anyway. One more question on it would be relatively inexpensive.

Mr. Bounsall: Okay.

Hon. Miss Stephenson: I hope the result is somewhat better than the Circular 14 result.

Mr. Bounsall: I would be interested in knowing that reply. Let's say you do find and identify a school—maybe there are only five of them—that seems to have ossified in terms of requests to the ministry. What would you do?

Hon. Miss Stephenson: Talk to the board about it because it's obviously the board's responsibility to do what it can to develop some interest and some motivation on the part of the teachers within that school to examine the new texts that are available.

Mr. Bounsall: Yes, I suppose so. That brings up the question of a board or two that are not making this as widely known as it should be. Maybe your five schools all end up in one board and in problems with the board. I gather you don't have any feel for that at the moment, but this may emerge when you ask the question.

Mr. Crossley: This question will be very good from the pedagogical side. There is a larger question. There is the tension between the provision of new materials and the pressure from the publishers to have as quick a turnover as possible on the one hand and, on the other, the desire of the school boards to be economical. That's the larger issue we're dealing with here. At the particular pedagogical level, we'll try to get at that through the review.

Mr. Bounsall: There may be a board that's not all that keen on all the new materials being seen by their schools lest there be the pressure to purchase.

Mr. Crossley: Yes.

Mr. Bounsall: That brings me to the other topic in this whole area, namely, the whole

problem I mentioned in my opening statement of boards now not being able to afford to buy the textbook materials they'd like because of the financial constraints, both with their taxpayers and with the provincial cutbacks. I've heard enough examples and certainly the publishers tell me about them. I outlined the case of the one school that is on a one-every-24-year replacement of textbooks.

It bothers me that the curriculum branch works hard, with new guidelines put out and texts to follow, but they don't get in use because of the financial constraints back in the board. That really is a matter of concern to me, not so much in the science area as in the value-sensitive areas, the ones that the teaching prejudice document spoke to.

They said, "Look, the material has all worked its way through. Our discouragement is with its being used in the classroom." The classrooms are not able through their boards to purchase the updated, revised materials.

Hon. Miss Stephenson: It depends greatly upon the priorities established by a specific board as well.

Mr. Bounsall: Would the ministry consider an additional funding to the boards, not just a percentage?

Hon, Miss Stephenson: Directive funding specifically?

Mr. Bounsall: I guess you said a return to 1969. You would say to the boards, "Look, here's your additional five per cent for this year to spend on textbook purchase if that's been a problem."

If you give them the same sort of grants as last year and the year before, but then say to them you want them to spend a minimum of five per cent of that on textbooks; you're depriving some other area of funding in the boards' activities. Would you consider an add-on for this year and a few more years so that boards can purchase the nice new revised materials that are coming out? I think it's a problem.

Hon. Miss Stephenson: Given the constraints, it would be a subtraction from the total level of the general legislative grant available to the board.

Mr. Bounsall: If you count the North West Territories as a province, I can't remember as I sit here whether Ontario stands tenth or eleventh in per capita textbook purchases, but it's one or the other. We're getting to the real danger point in not being able to get the nice new materials into the hands of our students in the classrooms.

Mr. Crossley: There's some considerable discussion about those figures and about where Ontario stands in the pecking order of expenditure.

Mr. Bounsall: It isn't in the top half.

Mr. Crossley: That particular set of data was based on the 20 largest publishers in Canada, and there are 104 publishers listed in Circular 14 in Ontario.

Mr. Bounsall: By largest publishers, do you mean largest volume publishers of educational material?

Mr. Crossley: Right. Our review showed a different set of dollars. We're doing another review this year and attempting to get closer to baseline data.

Mr. Bounsall: What did your review show then?

Hon. Miss Stephenson: Our figure was \$15.46, which is considerably higher than the \$11.52. There was another dollar, so it was \$16.46 really.

Mr. Bounsall: That would apply to the other provinces as well. You took only 20 out of the 104, but that same 20 was used for the other provinces as well.

Mr. Crossley: They don't necessarily deal with the other 84 publishers.

Mr. Bounsall: Yes, but they don't necessarily deal with the other publishers either.

Mr. Crossley: Right. They're smaller ones though, and they tend to be located here in Ontario. We know that. There is enough doubt, to raise considerable doubt about the figures.

Mr. Bounsall: Also bear in mind that they don't necessarily deal with them. They may hear of them. Does your Circular 14 ever go to another province?

Mr. Crossley: Each province gets a copy.

Mr. Bounsall: Are they distributed by any chance to the boards in the other provinces? A board or school in another province doesn't necessarily get your listing for Ontario. Do you know if they get it at all?

Hon. Miss Stephenson: Some boards in other provinces see Circular 14.

Mr. Bounsall: They may miss some of those other 80, but by the normal channels they also may find out about them. Bear in mind there may be some other textbooks published as well by the other provinces. With those additional dollars, where does Ontario at that \$15 figure now stand on that list relative to the other provinces?

Hon. Miss Stephenson: Just below Alberta, which is second. It's third on the list.

Mr. Bounsall: They're third on the list?

Hon. Miss Stephenson: No, I'm sorry I've forgotten PEI and Newfoundland. They're fifth. PEI would be first, Newfoundland second, BC third, Alberta fourth and Ontario fifth.

Mr. Bounsall: Do you see the problem? Your curriculum branch works hard and text-books follow, but there is a real problem in the boards out there finding the money to purchase them for the classrooms. I suspect you're doing better at the intermediate and senior division than you do in the elementary, in that regard. I suspect so, but I don't know, since I don't have that breakdown. Maybe you have.

Hon. Miss Stephenson: No, there's no breakdown on that.

[4:15]

Mr. Bounsall: Perhaps you can convince the Management Board of Cabinet to so do, or have something done about textbooks. One talks to board members who say, "We'd like to have this stuff in. We can't squeeze it out of our budget. We've tried to tell our schools that they can only have so many classes with the new textbooks which are out."

It's a serious problem which must be addressed within the ministry, because you've got a good branch that's operating and you've got publishers that produce nice material.

Hon. Miss Stephenson: With our encouragement.

Mr. Bounsall: Of course, You publish something, and they'll respond,

Hon. Miss Stephenson: No, they respond because of the fact that we provide them with some funds to ensure they'll sell some books.

Mr. Bounsall: They will sell some books in any event.

Mr. Grande: Oh, come on! It goes from one year to the next, and you leave them stranded.

Hon. Miss Stephenson: Who changes them from one year to the next?

Mr. Grande: The ministry does. One year you support this type of books; another year you support another type of books.

Hon. Miss Stephenson: I don't know what it is you're talking about. What do you mean by this type of book or another type of book? Yes, there are some types of books that are taken off Circular 14 for various specific reasons on an annual basis. There is a review of those that should be eliminated. For example, we have been through Circular 14 to attempt

to remove those books which have some sex discriminatory component or some racial discriminatory component. We have specifically encouraged publishers to develop books which would encourage the development within our young people of some concept of understanding and tolerance of people from other backgrounds and other races, and we've certainly been very active in the area of attempting to remove sex discrimination. Those books that are found to be inappropriate in terms of that thrust are removed from Circular 14, though we don't make it a habit simply to toss off books every vear because books are expensive to publish and expensive to purchase.

We are aware of the fact that there are some publishers, particularly, I have to tell you, at the post-secondary level and particularly American publishers, who make a habit of building in obsolescence into their textbooks. This is happening much more frequently. I'm hearing about it with great frequency from the Ontario Federation of Students. There is very real concern out there about textbooks in economics, and certain of the sciences which they feel are deliberately constructed that way so that they may be removed with some frequency because the professor will tell them they have to use the new text because it is a more appropriate one.

Mr. Grande: Maybe the next day we get together I will bring down the materials about the publishers and the grants you gave to publishers one particular year in terms of producing materials with a multicultural content. While they were in the planning stages of developing those particular materials, the next year you totally changed the grant system so that the multicultural books were no longer funded. I will bring you that information and I will give you the letters from at least two of the publishers.

Hon. Miss Stephenson: That would have to be within the learning materials development plan, wouldn't it?

Mr. Grande: Yes.

Hon. Miss Stephenson: That is not the book purchase plan.

Mr. Grande: You were talking about encouragement to the book publishers.

Hon. Miss Stephenson: There is encouragement to the book publishers. There's no doubt about it. I would doubt very much we would have the volume and the quality of Canadian-oriented textbooks which, had this ministry not taken the initiative to encourage publishers to become involved in that activity—

Mr. Grande: That may be so. What I'm suggesting to you is that you change the reasons why you give money and the reasons why you encourage certain publishers.

Hon. Miss Stephenson: I don't know what it is you're talking about because there has been no change in the reasons.

Mr. Grande: Let me leave it at that. When I bring down the materials the next day, then we can talk about that. I don't want to talk about things unless I have the material to present to you so that you can see it.

Mr. Bounsall: Let me ask another question which reflects my ignorance. When a title is removed from Circular 14, does that mean it cannot be used in the classrooms? It doesn't mean it cannot be used? What is in use in classrooms is materials which have been taken from the Circular 14 list because that particular school or particular classroom or that particular board cannot or does not buy the replacement material.

Do you make a survey of what books dropped from Circular 14 are still in use in the classrooms of Ontario? I assume they don't disappear overnight. How soon do they disappear.

Mr. Podrebarac: I think we are getting at that through our program review process. As we are looking at program reviews across the province, for example, we are looking at the primary and junior divisions, focusing on the junior in the language area. As we get into units four, five and six, part of that is an investigation of the implementation of the guideline, the support materials that have been generated and their utilization. Texts are also considered.

We are starting to get at it, according to areas of curriculum. We are getting data now that comes back and tells us that there may be a deficiency or may not be. I think that's very important. We are also very much concerned about the whole textbook question. That's why we embarked on this provincial review report on Circular 14. We'll make copies available to you. The data comes out and shows us very clearly some of the concerns that we have.

It's important to understand the context. Here in Ontario, we have more alternate sources of support material for teachers than any other jurisdictions in the country, through the support document program, the learning materials development fun, the book purchase plan, et cetera.

Mr. Bounsall: Except if the board doesn't purchase it for the classroom, then it's not there. Mr. Podrebarac: I am saying from the point of view of these other materials, there are free materials and support materials coming in other ways. Then there is also another situation. In the Maritimes there is a mandated position of a textbook, one textbook for a guideline, which does a lot for the data.

What we have said here about the goals of the provincial review is important. I would like to read them to you. The review was based on three particularly important questions or concerns. We wanted to provide school boards with an opportunity to review their whole procedure in terms of implementation of Circular 14 textbook policies. We wanted them to start looking at it. We wanted the Ministry of Education to have an opportunity to explain Circular 14 policies where necessary and, in a sense, to get at those boards where maybe there has not been active involvement.

Mr. Bounsall: Could I stop you at that one? You have a board that hasn't been purchasing for some reason. In this day and age, why would there be a problem of explaining your Circular 14 to some boards?

Mr. Podrebarac: We are getting some feed-back that maybe it was not being as well adhered to as we would like it to be. We were concerned about going out and finding out how true that was. Our data indicates to us there is some concern that we have to look at.

Mr. Bounsall: With some boards.

Mr. Podrebarac: With some boards. We've generated this material, and what we have here then is also a third goal which is important from our point of view. It is to modify and improve ministry and school board policies and procedures regarding approved textbooks. That is getting at some of the questions you're asking. The data that has come out to us is of sufficient concern we think we should continue to look at it because it's interesting the spin-off effect this review has had.

Many boards have become somewhat conscious of this problem, which you addressed in your opening remarks as well. It will be interesting to see what they do in terms of allocating moneys to textbooks purchases another year. I wouldn't be surprised that the data will show a doubling or tripling of expenditures. I think our system will allow for that to happen.

We are going to watch it for another year and see what happens. We think by virtue of looking at it we may get some rather interesting actions on the part of boards. We could make these copies available to you. They are rather interesting findings. Have you seen it?

Mr. Bounsall: I think I've seen that, but I'm not sure.

Hon. Miss Stephenson: The variation in the adherence to Circular 14 policy by boards is such that one potentially wonders at the priorities which some boards have established related to textbook purchase, in that there are obviously boards with what could be seen to be of relatively limited means that are three times as generous in the area of book purchase as other boards which are obviously much more affluent. It doesn't just depend on the specific allocation of funds.

I suppose if we were to provide a directive fund specifically for book purchase, we could ensure that every single board would behave in exactly the same way. That might be the right thing to do. I don't know. It's something I would be willing to look at. But I have some concern about the exercise of some responsibility on the part of boards at the local level to make the appropriate decisions in terms of supporting the delivery of educational programs.

Mr. Bounsall: I don't blame the boards entirely, if they are in a tight budget situation. In the absence of sufficient moneys from the ministry to so do, I think they should go to their tax base and say why.

Hon. Miss Stephenson: As you suggested, they should tell them why.

Mr. Bounsall: They should tell them why you are going to have to increase it. They should say, "We've got this outdated material." I think they are very irresponsible if they don't.

At universities, as their budget gets tighter and tighter, the first thing that gets cut is the library budget. Journals which they have been getting for 40 years are simply no longer purchased any more. The series then ends because they don't purchase any more. The number of monographs being bought by university libraries has shot down to such a low purchase that they lay off cataloguing staff because there's nothing for them to do, relative to what they have done in other years.

That's the tendency. They have textbooks that can be used in a given class. Then new stuff comes out that's better. They say they can always do it next year in the absence of moneys to do it this year. It's an understandable reaction. They are not living up to their responsibilities to provide the best education in Ontario, if they don't keep up with the materials. One can understand the reaction,

"We'll wait till next year." But next year may never come.

Hon. Miss Stephenson: Look at the provincial review and you will understand what I mean about the kinds of variations that have occurred.

Mr. Bounsall: I am tempted to ask which boards have already been identified as a problem. I am tempted to ask that and I would like very much to ask it. If this places the ministry and your attempts in a politically bad situation, I will not ask the question. If it doesn't, I would like to hear it.

Hon. Miss Stephenson: In some jeopardy.
Mr. Bounsall: It would be some jeopardy.
I would like assurances that you are going to work over those boards in your diplomatic way. Is that correct?

Hon. Miss Stephenson: The boards have been supplied with the review, as a matter of fact, and are able to identify their performance compared to some others. That too is a stimulus. As Mr. Podrebarac suggested, simply having the results of the review, we believe, has been of great benefit. Mr. Rist has certainly felt that quite strongly.

Mr. Bounsall: Not to identify any board, but are there any problems in the most southwesterly portion of southwestern Ontario?

Hon. Miss Stephenson: I'm not going to do a David Walker.

Mr. Bounsall: That brings me to another area. I was impressed with the stuff you are creating on the energy situation and the initiatives you are taking in resource material preparation for K to 13 on energy and its awereness. Is that free material or do boards have to purchase that?

Hon. Miss Stephenson: That's being supplied at this point.

Mr. Bounsall: Then we can expect that to be getting through to our classrooms.

Hon. Miss Stephenson: This is done, as you know, in conjunction, with the Ministry of Energy. It is something which is provided.

Mr. Bounsall: Have you any feel for whether that material is, being used in the classrooms across Ontario?

Hon. Miss Stephenson: From personal contact with students, yes, it is being used.

Mr. Bounsall: Is it both in English and in French?

Hon. Miss Stephenson: It's in English at the moment and it's in the process of being translated.

Mr. Bounsall: Is the material for the nativeoriented curriculum, which you have from K to 13, provided by the ministry or is that purchased? I assume it's provided.

Hon. Miss Stephenson: Yes.

Mr. Bounsall: Were our native Canadians involved in the production of that?

Hon. Miss Stephenson: Yes, they were, particularly two on our staff.

Mr. Bounsall: Is that quite different from the native counsellor training program, the training of native Canadians to relate directly to the native Canadians in their educational environment?

Hon. Miss Stephenson: No, but social and educational milieu, yes. That's an extremely interesting program which is carried on at Laurentian. The graduates are of tremendously high calibre, and the range in age is dramatic. I think the oldest graduate this year was 67. She was a grandmother several times over. There were some very young graduates as well. Obviously, they are very dedicated to the concept of assisting their fellow natives to aspire to greater educational heights by helping them to get through the kinds of social problems which they were facing in their own communities.

Mr. Bounsall: You are pretty happy with that counselling program then?

Hon. Miss Stephenson: Yes. I am very happy with the participation rate and very happy with the fact that although it is sometimes difficult for native Canadians from fairly remote communities to remain in a distant site from their home communities and continue the educational program to its completion, their retention rate has been dramatically high.

Mr. Bounsall: You mentioned that some 20 people had gone through the program.

Hon. Miss Stephenson: Yes, and they graduated in July.

Mr. Bounsall: How many per year do you anticipate producing?

Hon. Miss Stephenson: I've forgotten how many went into the first year of the program last year. I think it was something in the order of 20.

Mr. Bounsall: Is this an ongoing training program?

Hon. Miss Stephenson: Yes, it's an annual program.

Mr. Bounsall: This isn't retraining of those who have come out. These are new people who are coming in?

Hon. Miss Stephenson: These are new people coming in.

Mr. Bounsall: Not in these estimates but perhaps next year I'd like to have a more detailed report of just how that's functioning in the field, Perhaps it's a little early to be asking that question this year.

Hon, Miss Stephenson: Yes, because the first graduating class really was this year.

Mr. Grande: It was in 1976.

Hon. Miss Stephenson: There were some in 1976 but the three-year program was in its fiscal year in 1979.

Mr. Grande: I always understood that in Hamilton we had approximately 30.

Hon. Miss Stephenson: That's a different program.

Mr. Grande: My apologies.

Mr. Bounsall: In the last few pages of the minister's remarks, you mentioned your very valid concern, and mine, about sex role stereotyping. Are there going to be separate materials for that that get into our classrooms or will they simply be integrated into the existing textbooks with the stereotypes removed? Is this simply going to be working its way through the textbooks?

Hon. Miss Stephenson: It is working its way through textbooks. We have one specific document that I've read, though there may be more, on sex role stereotyping, which is a general guide for across the curriculum. It is distributed to all the schools and it's out there.

Mr. Bounsall: Free.

Hon. Miss Stephenson: Yes.

Mr. Bounsall: Again it's my concern, and I don't want to draw it out any longer, that as sex stereotyping is removed from those value-sensitive areas that are taught in the schools, unless boards purchase the books to get them into the hands of the students, that won't take place. It's another area that needs updating.

Hon. Miss Stephenson: It's not necessarily or simply within the context of textbooks, however, as I'm sure you very well know. One of the major initiatives must be in the attitude demonstrated by the teacher and the staff within the school.

Mr. Bounsall: Are you running an affirmative action program with classroom teachers, or planning to, in order to supplement the material you send out.

Hon. Miss Stephenson: There have been a number of conferences that I'm aware of which have been part of professional development—I suppose one could call it that—specifically directed toward teachers.

Mr. Bounsall: That concludes my remarks. I wish I knew enough to ask questions on the curriculum area.

Mr. Grande: I would like to deal with several areas, I think the minister's aware of at least a couple of areas I want to deal with. First of all, I want to attempt to get at the idea of full-day kindergartens and the private member's resolution, which obviously I thought and which the Liberal critic thought was an excellent resolution in terms of expanding the full-day kindergarten concept to boards that want to go into that particular area and for parents who want their children to attend a full-day kindergarten.

We were amazed and astonished to hear from the minister, as of September 1980, half the per pupil grant that would be flowing to the boards of education to establish these programs will be cut off. We attempted, on several occasions in the Legislature, to find out why the ministry or the minister has made that regressive policy change and we haven't been successful. As a matter of fact, the minister said it is not monetary. It has nothing to do with funding. It has nothing to do with the restraint program in place.

Hon. Miss Stephenson: No, I didn't say that. We'll look in Hansard and see.

Mr. Grande: As a matter of fact, I was looking for it. I must have left is upstairs You did say two things specifically in response to a question by the leader of the New Democratic Party in the Legislature. You said: "It is not as a result of constraints. It is not as a result of funding. It is as a result of the fact that there are no pedagogical reasons for continuing that program." Since this is a totally new policy direction and since the minister knows that approximately 7,500 children in the province up to September 1980, are involved in full-day kindergartens; what are the pedagogical reasons that the minister or the ministry has for discounting the program, if the financial reasons are not applicable?

Hon. Miss Stephenson: I'm sure that if the member looks carefully at Hansard, he will understand what I said was that the monetary reasons were not the only reasons for which the decision was made, that there was a careful examination of the literature to try to discover whether there were valid studies to support the ongoing proliferation of full-day kindergartens in a pedagogical sense and whether there had been any studies which would validate the exposure to full-day kindergarten as an important learning experience for children which was of value later on in their educational program.

I have not been able to find any except one, which I think was published in the Kappan this past year. This is a study which was carried out in St. Louis, if I'm not mistaken in which the examination was of the reading capacity of the children at grades four and seven levels. It was stated in that study that exposure to a kindergarten experience, though not necessarily full-day, was of some assistance to the capacity of the child to read at the grade four and seven levels. but it had nothing to do with all-day kindergarten. It was simply experience within a kindergarten setting.

The kindergarten is not mandatory, as you know, within the educational program within Ontario. It is a choice which is made by boards. It is based upon the permissive concept that a board may establish a kindergarten program. The program has not been established equally across the province. It had been established only in certain areas of the province. If it were to be expanded so that there were to be equal educational opportunities, if there is an education opportunity involved in full-day kindergarten, the numbers of children involved would be very many more than are at the present involved.

The cost would be quite significant if it were expanded across the province. The cost for the year 1979-80, I believe, would be in the order of an additional \$120 million. Under a relatively restrained financial situation, it is obvious that \$120 million would have to be subtracted from some other portion of the elementary-secondary educational program. The maintenance of full-day kindergarten would, therefore, be at the expense of validated educational experience for a very large number of children in Ontario.

On the basis of the lack of a positive research base for a full-day kindergarten and on the basis of the potential cost, it was felt it was better to equalize educational opportunity for all the children of the province and to fund, as we have in most other instances, half-day kindergarten programs.

Mr. Grande: The only evidence you could find was one positive evidence?

Hon. Miss Stephenson: It's pretty ambiguous. There is nothing either strongly positive or strongly negative about it anywhere. There isn't any study which gives one a great sense of security that a full-day kindergarten program is absolutely essential to the educational experience of children.

Mr. Grande: I want to go from that into two very fundamental policy questions. If no such evidence existed, why did you establish full-day kindergartens five years ago? Why did you for the very first time allow and give funds to boards of education to set up full-day kindergartens? One would think you would have done this kind of research, and amassed all this material, before you made the policy change five years ago. However, it seems you went the reverse way. You allowed the school boards to establish the program and five years later you cut the funds for the programs. Why are you going backwards?

Hon. Miss Stephenson: I don't think we're going backwards. The question is one I can't answer right at this point. I'll try to find out why.

Mr. McClellan: No research was done on programs by the ministry?

Hon. Miss Stephenson: I don't know that at this point. If there had been research, I'm sure it would have been drawn to my attention at the time we were looking at this last year. I didn't have any research of that sort presented to me.

Mr. McClellan: Does anybody in the room know if any research was done? That was just a supplementary. I was just curious as to whether it had been done or not.

Hon. Miss Stephenson: I'm not sure at all that boards were encouraged to do so.

Mr. Grande: You gave them the money.

Hon. Miss Stephenson: The funding of kindergartens has always been permissive. It has always been at the request of the board.

Mr. Grande: I'm talking of a full-day kindergarten. I'm talking of a totally different direction to the half-day kindergarten.

Hon. Miss Stephenson: Is that a totally different direction?

Mr. Grande: It is, because for full-day kindergartens you give grant to boards equal to one full pupil.

Hon. Miss Stephenson: I'm aware of that. What is the different direction you said? You implied, at least, that providing full-day kindergarten was a completely different educational direction from providing half-day kindergarten. What's the different direction?

Mr. Grande: Sure, it is. One reason is you don't have any legislative power in the Education Act to allow a school board to begin real instructions till age six. That's your mandate in the Education Act. Then you went into the half-day kindergarten and obviously the half-day senior and junior kindergarten. In other words, that proliferated. You went to the senior kindergarten half-day. Then you went to the junior kindergarten

for those four years of age. Then, much later you went to the full-day kindergarten.

If you had any pedagogical reasons whatsoever for establishing the full-day kindergarten five years ago, and you knew there was no research to indicate you needed to go in that particular direction, why on earth did you start it and then five years later drop it? What's worse, other than having the research to establish it five years ago, is that in the intervening five years the program has been in existence, you did not do one ounce of research to find out if it was worth while to continue it or not. You didn't

I'd just like to find out. What is the policy? Was there an established policy? Obviously you changed them last year with your grant funding to, say, 7,500 kids across this province or to the boards anyway: "There's no way we're going to give you the money to continue in a full-day kindergarten.

We're going to cut that off.'

Hon. Miss Stephenson: The policy has always been to provide permission to boards to develop a half-day kindergarten program. That has always been the policy. I suppose there was some modification of that policy.

Mr. Grande: Not always.

Hon. Miss Stephenson: It has been for many years, at least 25 years that I'm aware of, at any rate. The policy may have been modified. I would like to try to find out the reasons it was modified. I have some conjecture about it, but I don't know the reasons at this point.

Mr. Grande: Okay. When you come back— Hon. Miss Stephenson: I've given you the reasons for the re-establishment, specifically, of the half-day kindergarten program.

Mr. Grande: When you come back with that information, I hope you will also come back with research material which gave you or the ministry a valid reason for discontinuing it. Let me tell you, I've looked into this area for the last five years, and there is nowhere a study that I'm aware of that does not say that early childhood education is not an effective education for young kids.

Hon. Miss Stephenson: It doesn't necessarily have to be in a kindergarten setting.

Mr. McClellan: Where would you suggest it be? On the moon?

Hon. Miss Stephenson: At home.

Mr. McClellan: Very nice.

Mr. Grande: Even Dr. Biemiller, who did the study, suggested we can only talk about that particular period covered by the study and, in terms of deciding whether the long-range effects would be beneficial to the child, there would have to be a study—what's the name used?—over a number of years.

Hon. Miss Stephenson: A longitudinal study.

Mr. Grande: A longitudinal study; thank you. You haven't done that. You've been involved in that kind of programming for the last five years, and you've never thought of doing any decent research, to make a decision based on research. Instead, you've decided to cut off the programming in September 1980, probably because of your constraint program.

I would like to find out those reasons. When you come back on this particular item, I hope you will give us reasons you discontinued it, the reason you started it five years ago, and any kind of research you have done that you or the ministry is aware of prior to the setting up of the program, the research you have done in the intervening five years during which the program was in operation, and finally the reasons you thought that program had to be discontinued.

Hon. Miss Stephenson: I've given you those latter reasons. I'll be happy to look at the others.

Mr. McClellan: Perhaps you can also explain how to run an early childhood education program at home if you don't read or write English, or if you're illiterate, or perhaps if you only read at level five. Perhaps you could share the benefit of your wisdom further to your advice to have early childhood education take place at home.

Mr. Sweeney: Madam Minister, given that in a number of rural areas at least, the reason for going to full-time was that the school boards could not afford to bus the kindergarten kids home at noon hour since there was no provision under the grants for that, and that if they are now forced to go back to half-time, which they can afford even less now because they don't have the discretionary money that they had a few years ago, are you going to make any changes in the grant formula for transportation to take consideration of that change you are now mandating on them?

Hon. Miss Stephenson: We've already talked to one or two rural boards—it's probably more than that, but two that I can think of offhand—about the problem, and the suggestion has been made to them that they consider very seriously following their kindergarten program on an all-day basis for three days a week instead of five days a week as

a method of dealing with the transportation problem they have. We will be looking at the transportation difficulties they may have.

Mr. Sweeney: If you check the record, you'll find initially that's what most of those boards did, but they found it was not sound pedagogically or socially. That's why they went to the full day.

Hon. Miss Stephenson: I asked that question of them, and thus far I have not had any evidence from them that would support the pedagogical portion of the argument, About the social portion of the argument, I've not had any further communication.

Mr. Sweeney: The information I'm getting is that they've gone through that; it is not suitable for them to go back to it. If they don't get mid-day funding, they're going to have to eliminate their kindergarten altogether; they can't afford to supplement the transportation costs themselves.

It would seem to me that in most cases this government has accepted—for want of a better expression—the "grandfather clause" principle; that when you come along and mandate a change that has been present for a considerable period of time, five or six years or whatever it is, then you accept some of the responsibility for the consequences of that mandate.

Hon. Miss Stephenson: There is some provision in the transportation expenditure for coverage which would be of assistance. As I said, we're certain about that.

Mr. Sweeney: Not at noon hour.

Hon. Miss Stephenson: I think there is.

Mr. Sweeney: That's a change then.

Mr. Bounsall: What was that? Can we have the staff answer clearly there?

Mr. Sweeney: There has been a change for two or three years, you say?

Hon. Miss Stephenson: There has been a noon-hour provision for several years in the transportation expenditure coverage.

Mr. Bounsall: Providing the same cost level for the busing that's involved? Is there any difference at all?

Dr. Benson: The specific provision is based on the number of miles travelled. It's not as great a provision as the regular home-to-school transportation, because we're already taking care of the fixed costs of the vehicle, the insurnce and licensing and so on. The noon-hour allotment is based on the miles the vehicle travels and its direct operating expenditures—the salary, the fuel and so on.

Mr. Bounsall: Does the provision cover all the additional costs in the noon-hour transportation? Dr. Benson: It was designed to cover the full additional costs.

Mr. Bounsall: Does it take into account the faster wearing out of the buses as more use takes place?

Dr. Benson: That is built into the mileage allowance, indirectly. There's a depreciation element.

Mr. Bounsall: It's in the mileage allowance anyway.

Mr. Grande: When the particular resolution I mentioned earlier was debated on March 29, 1979, you unfortunately were not in the Legislature. You were out of the country; so I understand that.

Are you in agreement with what our colleague Mr. Jones, said? "It seems to me it behooves us to look at what this means in practical terms. I suggest it means that all school boards in Ontario are being enticed with the taxpayers' money to establish full-day kindergarten programs whether or not there's a community demand for these services." Is that what you're afraid of, that all of a sudden the school boards in Ontario are going to establish full-day kindergarten and they're going to say, "Fund it"? Is this your concern?

Hon. Miss Stephenson: I'm sure you're aware that the basic philosophy of the Ministry of Education and of the government is the provision, as much as possible, of equal educational opportunity across the province? We try to produce equity in all areas. That has to be the route, it seems to me, that we follow.

I would express to you, as I did earlier, my concern that if we were to ensure equality of opportunity right across the province the cost would be not inconsiderable. At the present time it would have to be gained at the expense of other areas of educational program, which I don't think is justifiable at the moment.

I would remind you that even Dr. Biemiller's report concluded there wasn't any clear evidence existing for the superiority of one program over another and that teachers need to have more training in fostering social skills and dealing with temperamental differences. That was the final conclusion of that report.

Mr. Grande: Since you have that report, would you please read the last recommendation?

Hon. Miss Stephenson: I don't have the report in front of me.

Mr. Grande: I cannot say anything about this matter in terms of the long range, whether it be beneficial to the students' long range. It was for that particular group of students, for the particular class they were involved with, and you know it. or you should know it, and your ministry officials know it. Any educational program is not going to create the beneficial effect during that time of the program, or even a year later.

You will have to measure it over a long period of time. At that time you would find the beneficial effects of educational programs.

Are you aware, or perhaps you can report back when you have made—

Hon. Miss Stephenson: Sorry; I'm trying to think of a name.

Mr. Grande: I'm trying to be helpful to you.

Hon. Miss Stephenson: I beg your pardon?
Mr. Grande: If I can remind you of anything, I'll try—

Hon. Miss Stephenson: No. It's a name I'm trying to remember. Yes. Burton White.

Mr. Grande: Yes Burton White. He did a heck of a lot of studies which showed the beneficial effect on very young children of a good educational setting, whether it be in the home or in a conventional educational setting.

Hon. Miss Stephenson: I would ask you to reread Burton White's publications in this area. It is his very strong feeling, after almost 30 years of experience with early childhood education and the provision of various kinds of educational programs, that the best possible solution is to ensure that the child is cared for in a loving environment and provided with an educational program delivered by the parent or a parent-like individual, using a community resource.

Mr. Grande: That would be fantastic if all of us in this province, in this country, were middle class or had middle-class values.

Mr. McClellan: If we all lived in Don Mills, it would be just grand. It would be just nice.

Hon. Miss Stephenson: I'm sorry, Mr. McClellan—

Mr. McClellan: Those of us who represent constituencies that aren't as fortunate, perhaps as yours—

Hon. Miss Stephenson: I don't represent Don Mills, Mr. McClellan.

Mr. McClellan: I'm sorry; North York—western North York. You know what I'm talking about.

Hon. Miss Stephenson: But I'm also very much aware of many activities which Burton White carried out in the centre of Boston and in other areas in which he came to exactly the same conclusion.

Mr. Grande: In your opening remarks you made some observation—and I think the NDP education critic did make mention to you about the changing family structures that are right now beginning to emerge and we are right now beginning to emerge and we are one out of six families lives in poverty. That should be something you should look at, to see whether that kind of educational experience, which you referred to in mentioning Burton White, is the best: the loving atmosphere, the place where books are prevalent, the place where children listen to records and look at film strips, et cetera. I agree with you; it is a good environment.

The question is, how many people in this province have that type of environment? Those are the ones I'm concerned about. Perhaps the minister who held this portfolio before you was concerned about these when he was questioned by me about establishing these full-day kindergartens for what we consider to be inner-city children, whether it be in Toronto, in North York or in any board's jurisdiction within Ontario. The former Minister of Education said: "I think in some cases that could be a viable program. If the city of Toronto were to come in with some proposals in that regard, we could take a look at them and do it."

That was a commitment he made. He would allow some of these programs, full-day kindergarten for inner-city children. Yet barely four or five months later you made the grand announcement that you were going to cut off the grant for full-day kindergartens until September 1980.

[5:00]

Hon. Miss Stephenson: It was scarcely a grand announcement.

Mr. Grande: Obviously not. I call it a regressive announcement. However, when you report back on this matter, and I hope you are going to be as fully informed as possible, I intend to be asking more questions in terms of the material you present. I hope you take a look at the estimates of late last year or the year before; I can't recall when the former Minister of Education made that commitment to this committee.

Once you fully explore this area, if you don't come to the conclusion those grants should be put back in place and the program expanded, then I would venture to say that you perhaps haven't looked at it as seriously as you should.

The education of young children is an area that requires more and more attention. We've been talking to you, and the Liberal critic talks to you, about how important is the education of elementary and primary school children; how important are those first years of the educational program for students; the years it prepares for the foundation for later academic achievement. You appear to me to be hitting hardest at this particular sector which is the most vulnerable.

Hon. Miss Stephenson: Oh no, I'm not. Primary education is not necessarily kindergarten, as I'm sure you are very much aware.

Mr. Grande: I thought I made that point clear. When I said kindergarten, I'm talking about early childhood education. Your primary education is grades one, two and three.

Hon. Miss Stephenson: Which is the area about which Mr. Sweeney was talking and the area in which Mr. Bounsall was talking about.

Mr. Bounsall: I included K in that K-3.

Mr. Grande: Madam Minister, what I'm saying to you is that the delivery of the service to young children, whether they be four, five, six, seven or eight years of age, is of paramount importance. If you find any evidence which suggests otherwise, I wish you'd please tell me; I haven't come across it in all my years in education, either directly or indirectly. I look forward to information you bring forth, and we'll find out whether the conclusions you arrived at, according to that information, are satisfactory conclusions. Let me go to another area.

Mr. Bounsall: Before you go to another area, may I ask a supplementary here? Forgetting about the problems you have financially with full-day kindergartens and junior kindergartens, and that whole problem you may have of extending funding to boards which wish to get thoroughly involved in that, what is your attitude towards the education of children at those ages? Is it not very worthwhile, an endeavour in which we should extend our activities? Forgetting about the financing now, what is your feeling?

Hon. Miss Stephenson: Mr. Bounsall, I spent three years researching the first five years of children's lives. I had extensive conversations, discussion, consultations and meetings with a number of educators and educational psychologists. The most important result of all that was a conviction which developed, about which I had not had a major conviction before; that the learning experience within the first five years was absolutely essential to the full development

of the child. The best possible place for that learning experience to occur was within the bosom of the family, because that is the primary source of social, intellectual and physical stimulation as far as children are concerned.

I have also been very much aware of the need to provide community resource to those families who do need help. Community resource, it seems to me, is less desirable in the aspect of institutionalizing children than in providing a resource to which parents can go and receive information or assistance to carry out the function which is their primary responsibility.

Mr. McClellan: What if the family can't cope? Be specific; what is the resource?

Hon. Miss Stephenson: The resource within the community, it seems to me, should be the development of the appropriate library/ counselling facility within the community itself.

Mr. McClellan: But you are assuming that degree of competence in educational terms. I'm just talking in educational terms.

Hon. Miss Stephenson: It doesn't require any pedagogical competence to do it properly. That has been proven very frequently.

Mr. McClellan: When you are dealing with families in an inner-city area that aren't-

Hon. Miss Stephenson: Families in an inner-city area have as much innate capacity to raise children properly as anyone else.

Mr. McClellan: Of course they do.

Mr. Grande: We're trying to tell you that.

Mr. McClellan: Absolutely. There is nothing lacking in the strength of the family within most inner-city communities. But there are enormous difficulties when the parents are illiterate or come from a country where there is no public education system. They are not bringing with them a culture or tradition of schooling. There is a responsibility on the school system to provide extraordinary services if the children are not to fall by the wayside.

One of the reasons the Toronto board is trying to move them to all-day kindergarten is that's been identified as one of the kinds of extraordinary services that may serve to turn around the high dropout rate and the high level of low achievement within the

inner-city schools.

It's all right for you to say we're going to cut out grants to all-day kindergarten, and it's all right to say there are other kinds of community resources that can strengthen and enhance the family's capacity to promote a good learning experience. But you have an obligation to tell us what that is. We have one board trying to come to grips with it and this is one very concrete attempt: all-day kindergarten—early childhood education—for precisely identified inner-city schools where we know there are problems and where we know precisely what the problems are.

I don't hear anything coming from you except the chop, and a lot of platitudinous rhetoric about the capacity of families to deal with this. But you are not giving us anything that's going to be of benefit to the children at Lord Dufferin School or Park Avenue School.

Hon. Miss Stephenson: I can't give you anything specific at the moment, because this is one of the areas I believe the children's services committees will be looking at very directly—to attempt to provide the support within the municipality for families within a community.

Mr. Bounsall: Do you mean those four pilot projects from ComSoc?

Hon. Miss Stephenson: There will be more than four.

Mr. Bounsall: There are only four this year, and they only intend to have four for the next two. Do you mean the children's services committees pilot plan of ComSoc? Is that the children's services?

Hon. Miss Stephenson: Yes, eventually. Yes.

Mr. Bounsall: But, Lord, that's another two years down the road before they do anything else but those four projects. There's no guarantee those projects will be extended across Ontario. They are certainly this first year not looking at anything like that; it's just what services are duplicated. That's not meeting any immediate need at all. That's not speaking to the point at all.

Children's services committees are not set up to do that at the moment. There's no guarantee it will be extended. I think they should be, but I keep in close contact with the one in Windsor, and they are certainly not looking at that.

Hon. Miss Stephenson: That's the philosophy I've heard expressed from some members of children's services committees in other parts of the province.

Mr. McClellan: You can't be serious.

Hon. Miss Stephenson: I am serious, Mr. McClellan. I am extremely serious about it.

Mr. Bounsall: Check the information on that.

Hon. Miss Stephenson: I have graver concern probably because I've had a lot more

experience in raising children than you have, personally. I have some specific experience in the area of early childhood development.

Mr. McClellan: Good for you.

Hon. Miss Stephenson: I have a very real concern about the children who might be considered to be disadvantaged, and I've looked specifically at all the programs that have been developed to try to find some authority which would say the concept of an all-day kindergarten program provides something specifically beneficial for those children. I'm sorry it's not there.

Mr. McClellan: You want us to wait for the local children's services committees, which have nothing to do with this topic as part of their terms of reference and are totally experimental with respect to the coordination of services to deal with clinical pathology—and we have no assurance—

Hon. Miss Stephenson: They are not just to deal with clinical pathologists.

Mr. McClellan: They are.

Hon. Miss Stephenson: They're not.

Mr. McClellan: That happens to be one thing I know a great deal about. When they will be extended to cover the whole province is totally problematical, if they ever will be. It's not a solution. It's not something you can fob off on us as any kind of ministry response to this problem. As Minister of Education, surely if you're not satisfied with what the Toronto Board of Education is proposing, tell us what your specific alternatives are and how you intend to fund them, and make it possible for the boards to deal with the problem.

Hon. Miss Stephenson: I have not received a proposal from the Toronto board at this stage of the game. I've never seen one from them, as a matter of fact.

Mr. McClellan: They are working on it in response to the commitment that your predecessor made to fund all-day kindergarten in inner-city school districts.

Mr. Grande: Will you ask some of your officials of the Toronto Board of Education about that proposal to set up 15 full-day kindergartens in downtown schools?

Hon. Miss Stephenson: I haven't seen one.

Mr. Grande: You haven't seen it?

Hon. Miss Stephenson: No.

Mr. Grande: Maybe I'll get a copy of the proposal from the Toronto Board of Education that went to Metro. Metro rejected it. Maybe I can give you the response that Tom Wells made at that particular time. It was at that time he, himself, called a halt to this.

Hon. Miss Stephenson: Made to whom? The response that my predecessor made to whom?

Mr. Grande: To the Toronto Board of Education, by saying: "Go ahead. You can set up, provided you pay the whole shot yourself." In other words, the grants extended for the 7,500 children across the province for the last five years were not going to be extended to the Toronto situation if Toronto wanted to establish those programs. That was clear.

Hon. Miss Stephenson: I'm aware there was some interest evinced by the Toronto board in moving in this direction. But, as I said, I have seen no proposal at all from the board.

Mr. Grande: Madam Minister, I will provide the proposal for you. It went to the board of education, and I have it in my office.

Hon. Miss Stephenson: It may go to the board of education, but if it doesn't come to me I don't see it.

Mr. Grande: I'm trying to suggest to you that, before they were able to come to the minister, the minister called a halt to it. He said: "We won't fund them. We won't give you a cent." In other words, they thought: "There's no point. The ministerial directive comes down like an axe, even if we attempt in a very serious way to deal with the problems that we see within our boards."

Hon. Miss Stephenson: If you have any research material that would strongly support the validity of full-day kindergarten within the educational experience of young children, I would be very pleased to read it.

Mr. Grande: Madam Minister, with respect, it is your responsibility to produce the material which made you cut them off.

Hon. Miss Stephenson: But I've told you I've read everything I can find.

Mr. Grande: Okay. Produce the material; you say you are going to comeback with it. I'm satisfied with that at this point in time.

Hon. Miss Stephenson: I'll give you a bibliography of the material. Even Biemiller's study.

[5:15]

Mr. Bounsall: On this topic, if I can come in: It is the one sixth of the population in poverty who concern me, Madam Minister. In that one sixth there are all the persons on mother's allowance, and although being in that situation and in poverty does not mean some of those mothers are not able to provide some intellectual stimulation at home for their children. But even those interested

in doing that find it extremely difficult with the resources they have. Thy spend most of their time just existing with the small amount of money they receive from ComSoc. They don't have the time, because of the problems they have in existing on that budgetary level, to put their minds to much of anything else, including what is best for their preschool children.

I want to give you two examples: In Windsor, two or three blocks away from a major housing project—which is a disaster in terms of design, green space and everything else but that's another topic—the Anglican Church decided there probably were some children from that area who weren't getting breakfast and decided they would run a free breakfast program. The school, a block school, happens to be right across the road from the church hall, all of it two to three blocks away from the development, and has followed through.

The number of school-aged children coming to the church hall for breakfasts is increasing. They are in contact with the school. The performance of those children in the classroom, because they are now getting a breakfast as opposed to not getting one, is much higher because they have that sustenance in the morning. There's an example. If you provide anything—in this case it's a free breakfast—you've got a better classroom performance.

Those mothers do not have the funds, the incentive, if they've been on mother's allowance for some years, or even the energy to cope with getting breakfast for their children. They do not have the expertise or the time even to think about it in terms of what's best, let alone to provide books, tapes and an intellectual atmosphere for their preschoolers. If one of them says, "Okay, I'll encourage my child to go to the library," where they do run programs for preschoolers of a very nice kind in Windsor, the nearest library is in a shopping mall 12 to 14 blocks away with a host of major streets to cross? They are without money to send a preschooler on a bus even if you would send a preschooler on a bus.

If a mother living in that project wishes to stimulate the child, there is nothing much she can do. She can't purchase; she can't get them into the library program. It's for these children, whom we mustn't write off. They are just as intelligent, on average in the spread of intelligence, as anyone else in our society. They simply don't have the opportunity. What we're saying is for these children and anyone else who wants to take advantage of it, we've got to provide an

opportunity — full-day kindergartens, junior kindergartens into which they can go and get that stimulus, which unfortunately they can't get in their particular family unit.

I can't show you a survey. All I know is what happens in those family units. They would profit by it. Although we cannot point to the actual provision of a full-day kindergarten or junior kindergarten in a survey and say that in itself will make the difference between a child becoming successful or not becoming successful, my gut reaction tells me it will certainly help, as the breakfast program is helping at St. John's Anglican Church.

Hon. Miss Stephenson: Mr. Bounsall, there is provision at this time for half-day kindergarten for all of the children in the province. If a board sees a specific need to provide a full-day kindergarten, they can extend it to the remainder of the day from their resources. If they have specific children selected for whom they feel they must provide the program, they are at liberty to do that.

Mr. Bounsall: What about the funding?

Hon. Miss Stephenson: The funding they can produce from their own resources. Mr. Bounsall, not 15 minutes ago you suggested that boards might specify the reason they had to increase the mill rate for education, if that reason is there for a board.

Mr. Bounsall: They can't do every bit of additional funding on their own, Madam Minister.

Hon. Miss Stephenson: We are providing half-day kindergarten funding right across the province for all children.

Mr. Bounsall: We know that.

Hon. Miss Stephenson: We are also, as you know, providing the same for junior kindergarten in some areas as well.

Mr. Grande: I did find the report, Madam Minister. I would like to quote some aspects of that report. It is dated January 29, 1979, and the report went to the chairman and members of the school programs committee from the Toronto Board of Education, office of the director of education. It says, in part:

"There are three reasons why such a program appeared to be increasingly desirable in the first place. There is a mass of incontrovertible evidence which now reveals the extreme importance of early childhood years in determining a child's linguistic and cognitive growth. The work of Dr. Burton White of Harvard University in the improved understanding of child psycho-linguistic development offered to us over the past 40 years must be recognized in educational practice.

"Second, this educational priority meshes very neatly with society's growing need for organized day care. There seems to be no reason why the educational component and the social need should be mutually exclusive.

"The third reason in favour of such program at this time is noted above, the capability of the school system to meet the educational and social need most powerfully and efficiently. We do have qualified teachers and available space so that the schools can help in the evolution of a coherent social policy, one which blends the educational advantages with the day-care needs."

On page three of the report, it says, "Report No. 78-29, outlining the feasibility of all-day senior kindergarten, was presented to the school programs committee in April 1978. All principals in schools with senior kindergarten programs were requested to survey their communities to determine parental response to the proposal. The principals were advised that there was no board commitment to the program at this time, and that they should stress the conditional nature of the program in their contacts with parents. Results of the survey completed in each area are summarized in the report 78-72 to the school programs committee on May 16, 1978. Copies of the results of individual surveys are available in the administrative services department.

"As a result of this survey and consideration of the financial expenditures involved,

it is recommended that:

"The board initiate an all-day kindergarten in 20 senior kindergarten classes for a maximum of 25 children each during the academic year 1978-79, in the schools identified in appendix B. If more than 25 children apply from the local school, those registering in the program be the 25 oldest children. The board approach the Ministry of Education for assistance in monitoring the program. The source of the financing for the period September to December 1978 be discussed at the education finance committee."

In other words, they had plans, they made a survey, they identified the schools where the program would be beneficial to the children. It just so happens that when they made the approach, or your colleague heard about this matter, he called the whole thing to a stop and said, "Well, you can do it provided you use your own resources to do it, but we're not going to provide you the grant which we in the past five years have been providing for 7,500 kids across this province."

In other words, what was okay in the rest of the province was not okay for Toronto, because the minister personally intervened in that procedure and that process. And you

call that local autonomy.

I want to leave this area because, even though with your background information and knowledge, which I respect, I don't think you're prepared at this time in terms of policy or the reason you discontinued that grant, to deal with it at this particular time. I'm willing to leave it. When we come back, you will bring all the information, the research that you have available, which dictated to you the particular position which you took. I would appreciate that, and I look forward to it.

Mr. Bounsall: What discourages me is that you're not going to fight for the provision of those full-day kindergartens or the funding for junior kindergartens, for which there is a need in this province. You're not going to do it, Madam Minister, and that is discouraging to hear from an education minister.

Hon. Miss Stephenson: I certainly fought for the maintenance of the kindergarten program, and I would remind you that there are a significant number of junior kindergarten programs as well on the half-day basis.

Mr. Grande: Mr. Chairman, let us leave this area until later, when the minister or the ministry is ready with that information.

I would like to go now into the English-as-a-second-language provision. As the minister recalls, I asked a question in the Legislature giving certain information that I thought was public knowledge. That information was discussed in the justice committee during the month of September. The officials from the board of education of North York, the chairman, the director, the associate director were present here when I produced that information. They were not able to deny that information.

What I am talking about is the fact that there are some schools in North York where the provision for English as a second language leaves a tremendous amount to be desired. I did make mention to you about a particular school, called Daystrom, in North York. The information—and I am reading from the transcripts of the justice committee on October 2, when the North York board came before us—is that 850 of its 828 pupils, which make up 42.3 per cent of the population of that school, required English as a second language. With support services for 350 pupils, 196 are not getting necessary English-as-a-second-language support.

There was another school, which I mentioned in that question to you in the Legislature, with similar kinds of numbers of children not receiving the necessary services.

You came back in the Legislature, and in no uncertain terms called me a liar. You said that information is factually incorrect. You said that it was untrue.

Hon. Miss Stephenson: The allegations, I meant.

Mr. Grande: Leave that aside. I got over that. I'm used to the way you talk and the way you speak, and to the way you address yourself to serious problems. It's been more than a year now, and I can pretty well know what to expect.

However, that problem remains for those children in those schools. You are not addressing yourself to the concerns of those parents and of those children to get an adequate education so as to be able at least, for heaven's sake, to learn English so that that then would form the basis upon which they could further their educational aspirations. The fact is, you came back to me and said that information is incorrect.

I did not make up that information from the top of my head. As a matter of fact, it's in the minutes of the justice committee during the month we sat here, which some-

times looks in vain.

However, you also have information from the Toronto Board of Education, which has been saying to you for about a year that of the 6,000 children in that system who need English as a second language, they are able to provide the services for 3,000 of those kids. The 3,000 others are not getting English-as-a-second-language service. What you do about that is, you attempt to attack the person who is trying to give you the information from which you can work and find a solution. You try to attack the source, instead of attacking the problem; instead of doing something about the problem. This at least is the attitude you displayed to me in the Legislature.

Apparently, according to your answer, you called the board of North York, and the North York board said to you, "Obviously untrue." Yet I believe, on November 3, we had a report from the office of the director of education of the board of education of the city of North York, which said in effect that they're not meeting the needs of the children who require English as a second language. [5:30]

We accept the pupil-teacher ratio for withdrawal classes; I'm only talking about the half hour to 40 minutes of English as a second language during the day. The ratio with boards that are knowledgeable in the field—and they've done a lot of work in this area—happens to be about 40 to one. For

North York it happens to be 54 to one, if you do not include the 4,800 children who need some ESL support services. If you exclude those 4,800, then your pupil-teacher ratio is 54 kids to one teacher. If you include that—at least half of those children who need some support services—what you find is that the ratio shoots up to 74 children for one teacher.

These are children who need support services to learn how to write and read English. I mean, how basic and fundamental can you get? Yet these children are not getting the correct program or the amount

of services they require.

There was also another example, given I think by the representative of the teachers' federation. I forget which district it is, but it says that in one particular classroom at Daystrom—I'm still at Daystrom—out of 31 students, 25 were identified as ESL students, and only five of those students were being seen by an English-as-a-second-language teacher or an assistant.

Do you realize what that means? I hope you do. I hope you realize the extent of the difficulty. It means that out of those 25 children, five were getting the required English-as-a-second-language program, and 20 are allowed to sink or swim as best as they can in a regular classroom, where they cannot get the necessary instruction because they don't have the facility in the English language to do so.

Madam Minister, you have to address yourself to that problem. The former minister addressed himself to that particular problem by pouring in some more money. I guess Dr. Benson is aware of this, because we went through this a couple of years ago, and per-

haps we're still at the same point.

As a matter of fact, we're in a worse situation right now than we were two years ago. For the very first time you established a weighting factor specifically for English as a second language, but you don't call it that. Anyway, that's what the weighting factor is all about. That weighting factor at that particular time produced \$3 million to Metro. They're your words, Dr. Benson; not mine. They are in the estimates. However, that particular year, the number of teachers who were involved in English as a second language dropped by something between 30 and 40 per cent in Metropolitan Toronto, How on earth could that take place? How on earth could I, in 1979, find out these things? To me, they are horror stories.

I was in a classroom without understanding English; so I feel very strongly about this situation. How can we find out this kind of

thing in 1979, when the ministry tells me that the weighting factor produced \$3 million more, and we find fewer teachers doing that particular function in the schools and more kids in the regular classroom not getting the services? You explain it to me. You're the minister responsible for the education of these kids, and you've got to have an explanation.

Don't slough it off to the Metro level, and don't slough it off to the local autonomy that you preach. You are providing the money, and you've got to see that the money is being spent to fulfil that particular need, which is identifiable and is there numerically. If you get different types of information from the director, that's all fine and dandy. If you decide to listen to the director of education or to the chairman of the board, that's your business. I tend to think that the people who are there in the classrooms—the teachers, the vice-principals and the principals-know perhaps a little more about their everyday concerns than does the director of education or the chairman of the board.

I don't know whether you want to answer it, whether you are ready to answer, or whether we'll have to come back to this again, Madam Minister, but on top of that, right now more children are coming into the school systems in Ontario who require English-as-a-second-language services.

As a matter of fact, in reading your introductory remarks to this committee and the answer you gave me last night in the Legislature, you figures are totally different. I don't know where you pull these things from. Maybe they come out of the air and you say: "Ah, here's a good number I can use today. Here's another good number I can use tomorrow." Let me point it out to you. On page 135 of your massive introduction to these estimates, you said it is projected-and I'm quoting-"that up to 500 school-age children will arrive in Ontario each month until December 1980. About 200 of these are expected to locate in Metropolitan Toronto and 300 to be distributed across the balance of the province, with the largest number in 32 cities designated by the federal government."

Mr. Bounsall: These are the Vietnamese. Mr. Grande: Yes.

"It is reported that only about 10 per cent of the refugees speak any English or French." Then, in last night's late show, you presented me with another set of figures. You said:

"The funding mechanism is there, it is in place for dealing with these children, but because of the nature and the size of the problem, although the weighting factors for 1980 have not been totally finalized in the general legislative grant, the language instruction weighting factor for Indochinese refugees is certainly going to reflect current programs and services." I think I overshot the point where you were giving us numbers.

At one particular point in the answer, the minister said: "These arrangements apply to all the newcomers who come into the province, and most certainly will apply to the Indochinese refugee students from Vietnam. But we anticipate, based on available estimates at this time, there will probably be about 50,000 Indochinese refugees in Canada within the next 18 months, and we anticipate about 20,000 to 25,000 of those will settle in Ontario, about half of whom will be schoolage children."

In your introductory statement you were talking about 6,000 children. Now you are talking about 10,000 to 15,000 children. What is the estimate? Where does this estimate come from?

Hon. Miss Stephenson: From the federal Minister of Employment and Immigration, and the figures I gave to you last night are the actual figures of those who have arrived at this point. I gave you projections first and I gave you actual figures last night on those who have arrived to this date.

Mr. Grande: Yes, you gave me actual figures in that answer. But you also gave me an estimate at this time—

Hon. Miss Stephenson: Projections.

Mr. Grande: But you are giving another projection here on page 135 which doesn't jibe with the other.

Hon. Miss Stephenson: And the projections we received from the Department of Employment and Immigration.

Mr. McClellan: But you are giving two sets of projections. Did you get two different projections from the Department of Employment and Immigration?

Hon. Miss Stephenson: The projection for October 1 was that there would be 50,000 in Canada. That has not been met, I have to tell you, and the rate of influx at this time would not appear to demonstrate that it is going to be met, but we are told that it will be. The accurate figures I gave you related to those who have arrived. The projections I gave you are the projections which have been given to us by the Minister of Employment and Immigration, who says he believes there will be approximately 50,000 in Canada. He believes approximately 20,000 to 25,000 will be in Ontario and he believes about half of these will be school-age children.

Mr. McClellan: You're not listening. You have given two projections. One in the lead-off speech—

Mr. Bounsall: Which is different from the last one.

Hon. Miss Stephenson: Well, the total projection for 18 months—

Mr. McClellan: It's a different projection. Mr. Bounsall: One's half the other.

Mr. Grande: Madam Minister, listen to this—I'm reading from page 135 of your introductory remarks to this committee at the beginning of the education estimates. It says:

"It is projected that up to 500 school aged children will arrive in Ontario each month

until December 1980."

Last night in the Legislature you said, "We have anticipated that they will arrive within the province at a rate of about 1000 per month, but that rate has not as yet been met—"

Hon. Miss Stephenson: A thousand immigrants per month, not school aged children, half of whom are school aged children.

Mr. Grande: Let me try to be clear, so that we understand on what basis we're talking, you and I. It says, it is projected that there will "be about 50,000 Indochinese refugees in Canada within the next 18 months, and we anticipate about 20,000 to 25,000 of those will settle in Ontario, about half of whom will be school-aged children."

Hon. Miss Stephenson: Right.

Mr. Grande: Half of those 20,000 to 25,000 implies to me between 10,000 and 12,500. In your estimates you said: "It is projected up to 500 school-age children will arrive in Ontario each month until 1980."

Hon. Miss Stephenson: Five hundred school-aged children, yes.

Mr. Grande: You have approximately 6,000 children coming in, Vietnamese kids, and in here you're talking about 10,000 to 15,000 Vietnamese kids.

Hon, Miss Stephenson: It's the total that you're-

Mr. Bounsall: Yes, it's the difference between 10,000 to 12,500 and 6,000.

Hon, Miss Stephenson: Eighteen months at 500 a month. That's school-aged children.

Mr. Bounsall: You've got to start counting now.

Hon. Miss Stephenson: Yes.

Mr. Bounsall: That's only a 14-month period; so that's maybe 7,000.

Mr. Grande: All I wanted was to point out to you that your projections from one

day to the next are different. I didn't want to make this into a big issue.

Mr. Bounsall: There's a difference in the figures between 7,000 and 10,000 to 12,500.

Mr. Grande: If you projected differently last week and you have a new projection this particular week, there's nothing wrong with it as far as I'm concerned. That's fine. However, the concern I have relates more to funding for the provision of English as a second language for these children.

Again, last night, you were saying to me that the city of Toronto has 760 students, "and estimates the extra cost that will be incurred for teachers, interpreters, educational assistants and translation services will be approximately \$100,000 in the next year."

Hon. Miss Stephenson: Above the formula; additional above the formula, yes.

Mr. Grande: You tell me 760 children who require English as a second language are going to require \$100,000 in services for teachers, interpreters, educational assistants and translation services. I don't have to have calculus or a computer here to say to you that to look after the needs of those 760 children, at the approximate pupil-teacher ratio of 40 kids to one—even if they don't require reception classes at a ratio of 15 children to one teacher—means you're already into \$380,000 for the teachers alone.

Hon. Miss Stephenson: The extra \$100,000 is the board's estimate beyond the formula or the weighting factor funding which will be available to them through the ordinary granting mechanism.

Mr. Grande: Are you saying to me that the Toronto Board of Education had moneys allocated within the Metro formula and that money was not used to teach English as a second language to the 3,000 kids they say cannot get it because they don't have the funds? Where would that money come from?

Hon. Miss Stephenson: What I'm saying to you is that the Toronto board estimates that with the granting of funding, through the special weighting factor, to provide the services to the additional Vietnamese children, they will require an extra \$100,000.

[5:45]

Mr. Grande: I'm clear on that. You said that before, and now you're repeating it.

Hon. Miss Stephenson: Yes.

Mr. Grande: In other words, you're saying to me that to teach 760 kids—who are already here, by the way; they don't have to come, they are here—the board can do it with \$100,000?

Hon. Miss Stephenson: No; with the additional funds generated by the weighting formula plus \$100,000. This is the Toronto board's estimate. This is not my estimate. It is theirs.

Mr. Grande: All right. We will get the figures, whether that is right or not.

Mr. Bounsall: Is that money going to flow to them immediately, or is it flowing now, to deal with the current situation?

Hon. Miss Stephenson: That is the question which Mr. Grande raised. I told him last night that we would look very carefully at the provision of current funding.

Mr. Grande: I understood you to say that you would provide that emergency money. You're not going to wait for the legislative moneys to come through the normal procedures, from ministry to Metro and then Metro dispenses.

Hon. Miss Stephenson: I didn't say we were going to provide it directly to the Toronto board.

Mr. Grande: It says current funding. How do you figure that as current funding? Explain current funding to me.

Hon, Miss Stephenson: It would mean that the usual delay in terms of providing the funding on the basis of enrolment would not occur; that we would do it on the basis of current enrolment rather than waiting for the additional enrolment to arrive.

Mr. Grande: In other words, at the end of each month—

Hon. Miss Stephenson: Certainly; not at the end of each month, is it?

Dr. Benson: There are two elements to it. One is in enrolment. The enrolment of the Indochinese pupils will be recognized in January, April and September of the current year, as we do for all pupils in the system.

The second point that we're getting at is, in determining the weighting factors in prior years there's a time lag from the point at which we measure the teachers provided by the boards until we recognize them for weighting factor purposes.

The suggestion is that the teachers will be recognized on a current basis. The teachers provided in 1980 to provide the services for the Indochinese pupils in 1980 will be recognized for the weighting factors for 1980. That was the second point.

Mr. Grande: Even at that, you might not have a time lag of 15 months or 17 months—whatever it is—but you will have a time lag of 12 to 14 months.

Dr. Benson: There will be no time lag, because the boards will be aware of the policy. The boards will estimate their expenditures based on the staff they will have that year. We pay the advances based on the school board's estimates. As long as the board includes the expenditure for these teachers in their estimates, we will pay our grants on a monthly basis.

Mr. Grande: Does it go directly to the boards or through Metro?

Dr. Benson: In this case it goes directly to Metro.

Mr. Grande: It will be going to Metro. That means you will have to wait a year.

Dr. Benson: No. Metro then has its sharing arrangement with the area boards on a comparable basis. The money, as it comes into Metro, goes to paying the staff of the local and so on.

Mr. Grande: I think I understand how the funding formula functions, and how the dollars flow from this ministry to Metro and from Metro to the area boards. There is that time lag. Now you're saying that time lag is going to be eliminated. I'm suggesting to you that the only way you eliminate it is by leaving the Metro board aside and saying to the boards directly, "At the end of every two months"—because obviously you can't do it for any longer that that—"you tell us how many Indochinese pupils you have in your schools, and we will provide the money for those teachers that you had to hire within the last two months to service those kids."

You will have to do it directly, because if you do it through Metro, Metro will take the figures of, let's say, June 1979, and those figures will be reflected in the legislative grants in 1980. Then whatever teachers are assumed during the year 1980 will be reflected in the legislative grants of 1981. In effect, what you're doing is saying, "For September, October, November and December of 1979, we're going to be taking a look at that in the legislative grants of 1980."

Then for the whole of 1980, when the influx is going to be coming, you're saying you will look after that in the legislative grants of 1981. In other words, you're putting boards, which are over budget, under an extreme burden of setting up these classes and then getting the money. They establish the budget some time in March or April. You're saying to the boards, "Pick up the tab."

Some boards that have flexibility in that matter will be able to do it. Other boards that have no flexibility will say: "Sorry, children, we would like to help you. However, we just haven't got the bucks to hire the teachers. You go into that regular classroom. Sink or swim."

Mr. Bounsall: If they do service them, what we will have is those needing it, or who should be receiving it now, going back into the classroom unserviced. They may use their second language teachers with the Vietnamese who are appearing now and will be on a regular basis over the next few months, but to the detriment of the other pupils who aren't getting it.

Hon. Miss Stephenson: We have an assurance from the Metro separate school board, the Toronto board, the North York board, the borough of York board and Metro school board that will not occur.

Mr. Bounsall: All right. My colleague is more knowledgeable in this area than I am. Hon. Miss Stephenson: That it is not

occurring and it will not occur.

Mr. Grande: It won't?

Hon. Miss Stephenson: That's what they say.

Mr. Bounsall: I agree with my colleague that it's got to be more than quarterly. Every two months you are going to have to be able to determine the additional need for English as a second language and somehow get into the hands of the boards immediately the additional moneys required. There's the nub of the problem, as I understand it. Get it right into the hands of the boards now, so they can employ those teachers or at least be able to tell the boards: "You hire the teachers. You give us the numbers every second month and that back money will flow to you." That's what needs to occur. Can you tell us if that is what is going to occur?

Hon. Miss Stephenson: We're going to find a mechanism to ensure that there is a level of funding which reflects the current cost to the board. It will be given to them on a regular basis, so they will not be in dire straits in terms of providing the English as a second language.

Mr. Bounsall: I don't want to get into the problem right now of how it goes to Metro through back to the boards, but can a particular board in Metro say, "We now have X number of Indochinese pupils, so we will go out and hire those additional teachers to service them," in the full knowledge they will be reimbursed fairly shortly down the line for that expenditure which they have to make right now?

Hon. Miss Stephenson: Yes, and they will be making estimates about the number of staff they will have to have. It's on that basis that the funding will apply.

Mr. Grande: You realize that on October 2, when the North York board was before the committee, the chairman at one time interjected and said to Mr. Prideaux, the assistant director of education for North York, "Can you give me any assurance, just as an MPP, that my families, mostly of Italian and Portuguese origin, that are on the waiting list for English as a second language will not in some way be bumped as a result of the immigration from southeast Asia?"

That frightens me not only from the point of view of what it does to the children, but also about any kind of racial conflict it will cause in the community. The gentleman answered the question without making any kind of commitment, as usual. The chairman said: "I've been listening closely to your answer and I said, 'Can you give me any guarantee that those families will not have their children bumped?" I gather that your

answer is no."

Mr. Prideaux's answer is enlightening: "I wouldn't give you that guarantee, because I think the board will assess all its priorities."

Hon. Miss Stephenson: The communication from the board on November 7 was that was not happening and it would not be happening.

Mr. Bounsall: When is the first payment hitting Metro and when can we expect Metro to hit the local boards with the payments which you are going to put out pretty quickly now to serve the Indochinese who are already here?

Hon. Miss Stephenson: It would be in 1980. Mr. Bounsall: When in 1980? What month of 1980 are we talking about?

Mr. Grande: February, March, April? After the general legislative grants come down?

Hon, Miss Stephenson: As soon as we can get the GLGs out.

Mr. Grande: Yes, that's right.

Mr. Bounsall: Are you saying the funds will be hitting in January 1980?

Dr. Benson: The regulation will cover the period from January 1, 1980, to December 31, 1980; so any adjustments or payments will be retroactive to the January 1 period and will reflect the services provided in that period.

Mr. Grande: That's just it. The services provided, sir, are the services that have been provided during the academic year 1979. Let's be clear on that.

Dr. Benson: We are saying, Mr. Grande, that will no longer be the case. In the past,

both the English-as-a-second-language or language instruction weighting factor, as we describe it, and the special education weighting factor had a time lag, the service had to be provided in the prior school year to be measured for weighting factor purpose; in the following year.

We are now stating that will no longer be the case with ESL. The English-as-a-second-language or language instruction weighting factor will be based on the teachers provided during the current school year. That means boards will have to estimate what that number will be for the 1979-80 school year and for the first four months of the 1980-81 school year.

Once we have the estimated number of teachers, we will build that into the language instruction weighting factor and fund the boards for 1980 on the basis of the level of service provided in 1980.

Mr. Grande: Let me ask you this question. I still claim there's going to be a delay, but I agree with you it's not going to be a delay of 17 months. In other words there is still going to be a delay. That delay is shortened slightly, but it exists; it's there. The boards have to put up the money for the teachers, for materials and other services they require. But the delay is not as great. In other words, it's a concession.

Dr. Benson: If I can I would like to react to that one directly: If the boards estimate their expenditure and include that in their submissions to the ministry, the grant payments will be based on that estimated expenditure, which will include expenditure for ESL teachers they will hire during the upcoming year.

We also have provisions for them to submit revised estimates during the school year if they have a better picture of their needs.

Mr. Grande: That's at September 31 or the beginning of October?

Dr. Benson: They can revise it at any time. Mr. Grande: Okay. As I say, that is some kind of a compromise, and I am glad you are at least making that compromise. That's not the attitude I had coming from the minister when I first asked that question on November 5. The minister answered in terms of saying, "We have the weighting factor, we have the grant structure, and we are going to follow that course of action."

Hon. Miss Stephenson: No. I said the grant structure and the weighting factor would be the route by which we could accommodate it.

Mr. Grande: Right now you are saying you've changed that,

Hon. Miss Stephenson: No.

Mr. Grande: Don't change it again on the spot.

Mr. Bounsall: It's still kind of cumbersome, you know. I can appreciate the formula you've worked out and the way you're going to pay it be the basis; I can appreciate that reaction. Those adjustments can catch up. But surely you can ask the boards—you're not asking every board in the province, you know, but there are major boards—"What is your enrolment and need this month? You are going to have to hire X teachers for that. Here are the funds."

I appreciate that it's necessary to keep it built in the base and all the rest of it.

Mr. Grande: May I also suggest, along those lines, the funding cannot be any less than 100 per cent; otherwise those classes will not be set up. I can tell you right now it's going to happen. I don't want to be coming here next year, or to get up on the floor of the Legislature, to show you evidence that the classes have not been set up.

Mr. Bounsall: Or that anyone's been bumped.

Mr. Grande: Right now, certain boards in Metropolitan Toronto—and, by the way, there are only five boards that provide English as a second language throughout the province; you're not talking about every board. Just five boards provide English as a second language. You gave me that information in response to a question on the order paper.

Hon. Miss Stephenson: No, it's not factual that only five boards provide English as a second language. There are a great many boards that provide English as a second language throughout the province.

Mr. Grande: Then would you revise the answer to the question that I put on the order paper a little while ago, because in that it stated there were five schools?

Hon. Miss Stephenson: Who are funded through the ESL weighting factor. The other boards are funded, some quite differently, for English as a second language.

Mr. Grande: I don't understand what you're talking about right now, I really don't understand it.

Mr. Bounsall: I presume that would be useful as part of the answer, though. The answer you have given here would have been useful as part of the written answer to Mr. Grande's question. If there are other boards

engaged in English-language training but through some other funding formula, or under some other grant, it would have been useful to include that information in the answer to Mr. Grande. I would say the people on your staff employed to answer questions should be instructed to over-answer rather than to under-answer in case they have an unintentionally misleading result come out as an answer to a question.

The Minister of Energy used to employ one person just to answer the questions that Fred Burr asked on energy. I don't know how many you employ to answer questions from MPPs, but there may need to be one person assigned to co-ordinate the answers which your various branches give to MPPs, to see the answer is as complete as possible so none of us is unintentionally misled.

Hon. Miss Stephenson: The weighting factor is provided for boards with inordinate pupil loads in terms of English as a second language. In other boards the regular funding mechanism covers the English-as-a-second-language program. That was the question asked, as I recall it.

Mr. Grande: The weighting factor you set up in 1978 does not apply to all the boards in this province?

Hon. Miss Stephenson: It applies to those which have very heavy pupil loads with requirements for English as a second language.

Mr. Grande: So your definition of educational opportunity runs short, does it?

Hon. Miss Stephenson: I don't think so. No.

Mr. Grande: For heaven's sake, you're saying an inordinate number of children. In other words, a board that has 15 or 20 kids who require ESL, that's not inordinate.

Hon. Miss Stephenson: Four or five kids. Mr. Grande: Four or five children that require ESL—

Hon. Miss Stephenson: Not necessarily. It depends on the number of teachers that have to be hired.

Mr. Chairman: This is a very interesting discussion but adjournment time has come.

Mr. Grande: I will stop because it's adjournment time, Mr. Chairman.

Mr. Chairman: Thank you, Mr. Grande. The committee will adjourn to reconvene Monday next after routine proceedings.

The committee adjourned at 6:03 p.m.

#### CONTENTS

	Wednesday, November 21, 1979
Education program	S-1329
Curriculum	S-1329
Adjournment	S-1374

#### SPEAKERS IN THIS ISSUE

Bounsall, E. J. (Windsor-Sandwich NDP)
Cooke, D. (Windsor-Riverside NDP)
Gaunt, M.; Chairman (Huron-Bruce L)
Grande, A. (Oakwood NDP)
Kennedy, R. D. (Mississauga South PC)
McClellan, R. (Bellwoods NDP)
Stephenson, Hon. B.; Minister of Education (York Mills PC)
Sweeney, J. (Kitchener-Wilmot L)

From the Ministry of Education:
Benson, Dr. R., School Financial Adviser
Blake, G. M., Assistant to Director, Senior and Continuing Education Branch
Crossley, J. K., Director, Special Projects Branch
Podrebarac, G., Assistant Deputy Minister, Education Programs
Storey, J. W., Regional Director, Curriculum Branch, Central Ontario









# Legislature of Ontario Debates

Official Report (Hansard)

**Social Development Committee** 

Estimates, Ministry of Education



Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

#### CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario. Editor of Debates: Peter Brannan.



## LEGISLATURE OF ONTARIO

Monday, November 26, 1979

The committee met at 3:50 p.m. in committee room 1.

# ESTIMATES, MINISTRY OF EDUCATION (continued)

On vote 3102, education program; item 1, curriculum:

Mr. Chairman: I will call the committee to order. I would remind the committee that we're on vote 3102. We have a total of seven hours left for the Ministry of Education estimates. In view of the fact it has been suggested that perhaps the last vote of the ministry would consume about two hours, leaving five hours remaining for 3102, I wonder if we could split it up to the extent of perhaps item 6 today. If we can do as far as item 6, it would mean we would have another two and a half hours on the remaining items in vote 3102. This would divide up the time in a reasonable and equal fashion. Is the committee agreeable to that?

I was saying, Dr. Bounsall, that if we divide up the time in a more or less equal fashion, vote 3102 would consume about five hours of the remaining seven hours within the ministry. If we could get down to item 6 this afternoon, that would mean another two and a half hours remaining for the additional items under vote 3102. Would that be agreeable?

Agreed.

Madam Minister, I understand you have some responses to Mr. Grande's inquiries and questions of last Wednesday.

Hon. Miss Stephenson: Mr. Grande raised four issues, the first being the language of instruction for transitional use. He asked about the extent to which languages other than English or French may be used as languages of instruction, and the degree to which the ministry has publicized provisions within the Education Act.

The Education Act, 1974 permits the use of languages other than English or French for transitional purposes, as Mr. Grande noted, but school boards have made limited use of this provision. There are other provisions for third languages to be offered by school boards as a subject of instruction. The act specifically permits the transitional use

of languages, so truly no further authorization is required.

The heritage language program provides language learning opportunities for elementary school students. Some school boards are offering third language courses of study for secondary school credit through guidelines and experimental courses.

Another question raised by Mr. Grande and others concerned the statistics regarding the Indochinese refugee students. I was asked whether I could explain the difference in the estimates of expected arrivals of school-age students in Ontario. The source of the ministry's information for the estimates of arrivals in Ontario is statistics prepared by Employment and Immigration Canada. The sponsorship situation, as well as the uncertainty of transportation, makes it a little difficult to establish a very firm data base; all estimates, I'm afraid, are tentative.

The projection of 10,000 relates to the 18-month period until June 1981, estimated at the rate of 500 school-age students per month, and makes provision for the province's commitment to receive groups of unaccompanied children between the ages of 12 and 17. The 6,000 projection to December 1980 was also estimated at the rate of 500 school-age children each month until December 1980.

The current statistics are these: the ministry's November 1979 survey of the number of refugee students registered in Ontario schools indicates that the numbers anticipated have not as yet arrived. Of the total registration of 2,200 students, about 40 per cent are located in Metropolitan Toronto and the rest are spread across the province, primarily in Ottawa, St. Catharines, London, Windsor and Hamilton.

On the subject of full-day kindergarten versus half-day kindergarten; a request was made for some information regarding research that has been carried on. As I reported earlier, research on full-day versus half-day kindergarten in no way indicates the superiority of one program over the other. Ontario research was completed under a Ministry of Education contract by Dr. Biemiller of OISE in December 1978. The title of the research paper, Kindergarten

Programs: Effects of Regular Half Day, Alternate Full-day, Daily Full-Day Programs, concludes "—that no clear evidence exists for the superiority of one program over another —No program differences were found for health ratings, many social skills, language or academic skills—except narration—many temperamental traits, self-confidence or frequencies of most types of activities."

The research completed by Annabella Jean Mouw of Wisconsin in 1976, The Description and Evaluation of the Alternative-Day, Full-Day Kindergarten Program, concludes that "... cognitive abilities test scores turned up nonsignificant differences between the two

groups."

A literature search completed by Tamura Beckner of Virginia in 1978 stated that, ". . . length and scheduling of the school day did not produce conclusive evidence as to the advantages of half-day or full-day programs for children."

Research also indicates that early schooling does not necessarily guarantee future academic success. Moore, Moon and Moore, 1972, concerned with the long-lasting effects of early admission to school and often subsequent failure conclude, "Many research reports indicate that, as a group, children entering school at an older age achieve letter academically and have fewer emotional problems than their younger counterparts."

The lack of conclusive evidence to show that full-day kindergarten programs are universally superior to half-day programs, along with the limited financial resources, explains

our current position in this matter.

Finally, Mr. Chairman, in the area of English as a second language, Mr. Grande asked which are the five boards receiving special funding under the language instruction weighting factor. The language instruction weighting factor relates to the following units: First, the Metropolitan Toronto School Board, Elementary Panel; second, the Ottawa School Board, Elementary Panel; third, the Metropolitan Toronto Separate School Board; fourth, Metropolitan Toronto School Board, Secondary Panel; fifth, Ottawa School Board, Secondary Panel;

Within these there are school boards which offer programs and services in English as a second language, in addition to the basic level which is provided for in regular ministry grant provisions. For example, the June 1979 preliminary board reports give the following information for Metropolitan Toronto area school boards providing additional language instruction in English:

In the North York board there are 74 resource and itinerant teachers. In Scarborough,

52 self-contained class teachers; in Etobicoke, 21 self-contained class teachers; in East York, 11.5 resource and itinerant teachers; in York borough, 32 resource and itinerant teachers; in Metropolitan Toronto Separate School Board, 32.5 resource and itinerant teachers and 34.5 self-contained classroom teachers. In the Toronto board, there are 111.5 resource and itinerant and 95.3 self-contained classroom teachers. Thank you, Mr. Chairman.

Mr. Chairman: Mr. Grande.

Mr. Grande: Mr. Chairman, perhaps I may start in the exact order that the minister gave those answers.

Regarding the bilingual education: I understand it's a very difficult area, and the minister continuously mixes, as she like to say, apples and oranges. Bilingual education—

Hon. Miss Stephenson: Look, it's transitional language education. If you say bilingual, you become confused with French/English education, That is really not what you are talking about.

Mr. Grande: No, but what you're talking about is not exactly what we are talking about.

Hon. Miss Stephenson: What is it you are talking about?

Mr. Grande: I am talking about bilingual education, Madam Minister, and then you and the boards of education attached to it transitional education, transitional bilingual education. That's not what I'm referring to. I am not referring to bilingual education re French/English. I am referring to bilingual education, mother tongue and English, whichever mother tongue we are talking about. I knew well, according to what the minister had said three years ago, that the Education Act makes allowance for, in your own terminology, the transitional use of the mother tongue. I knew that. I was aware of that.

[4:00]

What I was not aware of is that you had informed the boards of education that that was a fact, because to this very day many boards of education don't know that. To this very day many boards of education do not set up transitional language programs, because they say, "That is contrary to the Education Act, under which only two languages may be used as the language of instruction, namely English and French."

They are not aware of this. I am asking you to inform the boards through a directive from your ministry that says to the boards, "Yes, you can do this, if you so wish." Then we will worry about the funding for that particular program if the boards respond.

Hon. Miss Stephenson: Oh.

Mr. Grande: However, to my understanding only two boards have responded and that was back in 1976. I don't know the status of those two particular programs. One of these days I will put a question regarding that on the order paper and you will have the opportunity to bring us up to date.

That's what I was talking about. I was not talking about the heritage language program. I was not talking about a foreign language being used as the language of instruction; that's covered under a separate clause in the Education Act. Now you're

clear on what I am talking about.

The second thing you mentioned was about the Vietnamese children coming into the province. I did not mean to make a big point about the fact that one day the numbers were different to the other. That was a side issue that you decided to zero in on.

Hon. Miss Stephenson: No, no, that seemed to be your primary concern.

Mr. Grande: No.

Hon. Miss Stephenson: If you read Hansard I'm afraid that's what it amounts to.

Mr. Grande: I haven't been able to get a copy of Hansard. I don't know how you are. I have asked, so I could refresh my memory with where we left off and begin from there, but I understand the instant Hansard was not available for the committee. I don't know how you got a copy of that yourself.

Hon. Miss Stephenson: I would apologize. The terms of the questions which you put were, in fact, recorded within this meeting by members of staff, and that seemed to be the area in which you were zeroing.

Mr. Grande: No, I was suggesting to you that the figures seemed to be different from one evening in the Legislature when we were talking about it, to the time that you presented your interesting remarks.

Hon. Miss Stephenson: But I just told you that,

Mr. Grande: That was an aside to the whole thing. I didn't care very much whether the numbers were, in essence, exactly the same. Anyway, those numbers are going to change from month to month. I understand that. Since 1,200 or 1,300 children are already here in the province, my concern is making provision for establishing these programs for those kids.

Up to this particular time, and we were discussing it the last day, it seems to me you

have changed your prior position; you've come some way to looking at the problem in terms of funding; you recognize the 17-month waiting period before the boards actually get any money; and you have attempted to shorten that period. This is fine, it's okay, but it still really does not address itself to the problem of funding for these classes.

I suggest to you that if a board does not have the money the board is not going to be able to set up those classes at the outset. I am sure you will not want to see Vietnamese children who do not speak any English whatsoever being put in classes in regular programs, and I suggest to you this is happening right now.

On Thursday evening I had a meeting with the trustees, teachers and principals of the borough of York and one of the teachers informed me of a particular school that had five Vietnamese kids, two or whom were taking one hour a day English as a second language, while the others were in a regular program. That should not take place.

I will provide the minister with information as to which school it is, so she can look into it and see whether something can be done. I am not concerned about the particular instance in that school. I am concerned that this is going to happen throughout this province. Wherever we have Vietnamese kids and we don't have those programs in place those kids are going to find themselves in a regular classroom and they're not going to make it. Six or seven months' time will elapse, they will pick up a little English, then they will start to learn something, in terms of the curriculum. But, in the very beginning, those six or seven months are going to be wasted for those kids.

That was the concern I wanted to express, the concern about funding. I suggest, as strongly as I can and in as mild a manner as I can, that the province must be willing to pay 100 per cent for the estabishment of those classes, bypass whatever obstacle there is and say to the boards directly, "You set up the programs; we're going to pay for them," at least for that very first crucial year. After that I believe the grant formula will address itself to it. But, for that first year, neither the grant formula nor the current formula, which we were talking about the other day, will be able to do it.

The other problem was moneys the boards say they will need. Madam Minister, one of these days I will bring to you, either through this committee or through questions in the Legislature, whatever means I have at my disposal, the fact that children, who were

last year and are this year, in the English as a second language program are being

bumped out of those classes.

You can do an audit, you can phone the different boards and get statements from different boards that that is not happening, but I will present you with written information, in black and white, giving the actual number of children being bumped as a result of the Vietnamese kids arriving. I can understand the board's point of view, because those kids have greater need than the others. The criterion used in the English as a second language program is, the child who has the greatest need is looked after first, so those kids who may require a second year in the program are told, "Sorry, we won't be able to give it to you. We would have to make room.'

That is happening right now and within the next three days to a week I will provide you with that information.

Hon. Miss Stephenson: Could you provide it as rapidly as possible, because we have no such information at all?

Mr. Grande: As rapidly as possible, I can assure you, because I'm concerned that these programs begin and the other kids do not suffer as a result.

Full-day kindergarten is the area you went to next. I was aware of the Dr. Biemiller research which you quoted from, so let me also quote from that research. On page 95, "Implications for full-day kindergarten programs," I will read that whole section so you might not say I took anything out of

context or whatever. It says:

"Earlier in this section I commented on the lack of academic gains associated with the full-day kindergarten programs studied. However, as noted in the introductory chapter, there are a number of other reasons for considering the operation of full-day kindergarten programs, including particularly, the growing number of working mothers and single parents, and the deficiencies of many home environments—for example, apartments—for stimulating physical, social, and in some cases, intellectual growth. Therefore, it is important to observe that full-day senior kindergarten programs do not appear harmful."

Hon. Miss Stephenson: It's an interesting view. We're not suggesting they do.

Mr. Grande: Madam Minister, all the educational research that I am aware of begins with that assumption: is the program harmful? If they cannot decide there are any gains to be had as a result of the program, they will say, "At least we know that the

program does not harm kids." I assume that people in research will know this is the approach used.

Dr. Biemiller makes many entries in the report which say the immediate gains cannot be tested. "Immediately after a year of full-time kindergarten these particular gains that the children may or may not have cannot be readily tested. However, the long-term research should be able to tell us otherwise."

The point I am making is this is not the end-all and be-all of research on full-day kindergarten programs. Dr. Biemiller does not make a case for getting rid of the program but he makes the case that we need more research in this area before we can firmly establish whether there are gains or not.

Therefore, you and your ministry should not interpret this research to say the full-day kindergarten program and grants to school boards which want to set up programs should be cut-off. Certainly this is not in Dr. Biemiller's report.

Hon. Miss Stephenson: It wasn't the only report we looked at.

Mr. Grande: Then you quoted some other, what I would consider, very minor research papers. They are not reports to any great extent. They are research papers which are not of the Canadian experience, but more than likely are American in content. Since when does Ontario decide to get rid of a program based on American research? You probably do it all the time.

Whenever I suggest some American research seems to indicate that we should be doing these kinds of programs, the minister says, "Of course, but that is American research. It's fine in that particular context but the context here in Canada is very much different, so let's not talk about American research." Yet the minister talks to me about American research and says, "Based on that research we have made the decision to cut off the grant."

The kind of answer you have given us today is unacceptable. You have to have more facts and information at your disposal before you make the regressive decision you have made. The minister has until September of 1980 to do a thorough study, a thorough investigation; to say to Dr. Biemiller, in effect, "Go ahead, do the long range research you are talking about in your report."

Until we have long range research those 7,500 spaces for full day kindergartens are going to remain in place, and the grants are going to be continuing after September, 1980, until we get some definitive Canadian re-

search on the matter. Dr. Biemiller's research, I repeat to you again, is certainly not definitive.

The gentleman himself has said, "This is a first step and further research definitely needs to be done." I repeat to you, don't use this research to be serving the particular purpose that you have made the decision to cut off the grants in a vacuum. This research certainly does not support that point of view at all.

To continue on full-day kindergartens, last year the Toronto Board of Education was talking about setting up 15 full-day kindergartens. In effect, what they did in September of last year, as you may know, was set up 10 full-day kindergartens in the city of Toronto.

There is a full-day kindergarten at Rose Avenue Public School, Regent Park, Park School, Duke of York, Lord Dufferin, and Spruce Court. These were set up primarily because the people within those particular catchment areas were perhaps at the lowest family income level in the whole of Metropolitan Toronto, so they set them up for that particular purpose, in order to try to give the children experiences that would be conducive to a learning atmosphere which perhaps they felt these children were not able to get at home.

### [4:15]

Then, at Niagara and at Ryerson we have the dual purpose for the setting up of the full-day kindergarten, one purpose as a result of the income and the other as a result of the language component. Therefore you have 10 full-day kindergartens in the city of Toronto.

The York Board of Education, which you perhaps know, because you did have a meeting last week-I'm going to talk about that meeting too, in the course of these eventslast year set up three full-day senior kindergarten classes. If that particular board, which more than any other board in Metropolitan Toronto is strapped for money, sees the need to establish three full-day kindergartens, then I must say to you perhaps there is a greater need here to which you and your ministry are addressing yourselves. I would hope you're going to be taking a closer look in the nine months you have between now and September, in terms of reversing that decision and, as a matter of fact, of encouraging boards of education to move in that direction.

By the way, don't be frightened, don't be scared. It's not going to need \$260 million. If I can find that report from Metropolitan Toronto I will certainly share it with you. That report spoke to the amount of moneys

that would be required, and for the whole of Metropolitan Toronto, for all the children in Metropolitan Toronto who are aged five and right now involved in a senior kindergarten half-day, the provincial grant to Metropolitan Toronto would be just a little over \$1 million.

Hon. Miss Stephenson: I would remind you, Mr. Grande, that there is a significantly large proportion of the school population which resides outside of Metropolitan Toronto.

Mr. Grande: Sure, and I was going to go to it next. A rule of thumb is that the school population of Metropolitan Toronto is about 25 per cent of the population of Ontario, so if you have 1,000 in Metropolitan Toronto you're going to have about 4,000 in the whole province. In Toronto it's easy in terms of provincial funding, because you only provide 20 per cent—

Hon. Miss Stephenson: No, 20.3 per cent.

Mr. Grande: All right, 20.3 per cent In some boards where you provide 60 and 80 per cent it's perhaps a little more difficult

Hon. Miss Stephenson: Or 85 and 90 per cent.

Mr. Grande: All right, but may I also remind you that if we take the urban boards in this province perhaps the range would be between 30 and 40 per cent provincial support, if we take the whole boards in terms of the urban boards. Therefore, you're not talking about this \$260 million that was referred to somewhere along the line. I don't know where I picked that up.

Hon. Miss Stephenson: It's \$120 million. Even in Metropolitan Toronto, you know that the rate of support to the Metro separate board is 75 per cent.

Mr. Grande: Perhaps you could begin to outline or find out exactly how much, because that \$120 million or \$220 million—

Hon. Miss Stephenson: It's \$120 million, Mr. Grande.

Mr. Grande: Okay, \$120 million. To this day I don't know whether it was a figure taken from somewhere because it looks attractive, it looks like a heck of a lot of money.

Hon. Miss Stephenson: No, it was not taken from the air.

Mr. Grande: In order to impress people, we use a lot of money.

Hon. Miss Stephenson: We don't use figures that way, Mr. Grande. Unfortunately, we have difficulty collecting the money in order to provide us, and we don't bandy figures about.

Mr. Grande: No, Madam Minister. In February 27, 1979, a report went to the Metro board in terms of canvassing all the other boards, the six area boards, to find out to what extent they would want to be involved in full-day kindergarten. Once the other boards found out the Ministry of Education had said no moneys were going to be forthcoming, they all retreated and they said, "No way," and the only two that persisted are obviously the borough of York and Toronto.

One of the letters comes from the Borough of York Women Teachers' Association, and I would like to read this because I think it's very instructive of the process which went on within the ministry, with the Metro board and the area boards. It was sent to Mr. Houghton, the director of education and secretary-treasurer for the Borough of York Board of Education, by Pamela Silcox, president of the women teachers' association. Perhaps I will Xerox a copy and give it to you on December 7, 1978.

Miss Silcox says: "Mr. Waldron pointed out last spring there should be establishment of a full-day kindergarten to become general throughout the province. \$65 million in additional grants would be needed." He said \$65 million would be needed, not \$120 million—that's Mr. Waldron.

"If the research results from the ministry study are positive"—and Miss Silcox refers to the Biemiller report, no doubt, since it's the only report the province has ever done in this area—"the ministry might well change its present position of not allowing any increase of funding in this area."

Do you understand what that process signifies? If the research from Dr. Biemiller had found that all the senior kindergartens were successful in bridging the gap or in giving children of this province who come from low income families an educational experience which could be measured in June of that particular year, then what Mr. Waldron suggests is that if the research results from the ministry study are positive the ministry may well change its present position of not allowing an increase in funding in this area

I suggest to you, by reading this letter, that the ministry obviously interpreted Dr. Biemillers' study to be very positive in this area, and as a result you decided to cut the grant. That's what it says.

Miss Silcox mentions "the request that this board not establish a final position regarding the continuance of full-day kindergarten programs until the Ministry of Education has made public its research results on this matter in the spring of 1979." I don't remember any research that was made public in the spring

of 1979 other than this, so it must be referring to Dr. Biemiller's report.

If all the research and all the information that your ministry was able to muster between Wednesday of last week and today at four o'clock was the kind of research that you gave to me in that brief answer then I must say you made that decision to cut the funds for the full-day kindergarten program in a total vacuum.

I would request that you get your ministry people who are involved in that particular area doing a very thorough analysis. Don't just get one research paper, and based on that research paper say, "This whole program does not work." If you did that, do you know what you would have to do next? You would have to get rid of all the inner city schools in this province, because if you base that on that information, American information, inner city schools do not bridge the gap at all. Compensatory education, if you measure from the beginning of the year to the end of the year, does not bridge any gap whatsoever.

You would have to get rid of all the junior kindergartens and all the senior kindergartens in this province, because the research indicates that unless you have a totally different program from junior kindergarten to grade eight, at the end of grade four all the positive results and all the gains that were made by children who had attended senior kindergarten or a junior kindergarten are wiped out.

If you base yourself on that limited research then you would have to wipe all these things out. I am sure the Ministry of Education is not going to be doing that, is not going to be moving in that direction, because before it makes a destructive or positive move, it is going to want to know that it is based on sound educational pedagogy.

What I am suggesting to you is that the decision to get rid of the provincial funds for full-day kindergartens was not made on sound pedagogy. If you say you made it in terms of the economics, in terms of the restraint program, then probably I would understand it, but I wouldn't accept it. But in terms of pedagogy you never made that decision in those terms.

Hon. Miss Stephenson: Yes, we did. I would remind you that the Beckner study was a longitudinal study that examined the research that had been carried out in many jurisdictions, comparing the two over a long period of time, and it was a literature search, and the finding was that the length and scheduling of the school day did not produce conclusive evidence of the advantages of full-day over half-day programs.

Mr. Chairman, Mr. Grande is quite entitled to his opinion. We searched what we could, we searched all the literature that it was possible to find, and found there was no pedagogical support for the maintenance of the

full-day kindergarten program.

However, having said that, I am sure he's aware there are four studies which the ministry has funded in relation to the Lapierre examination, which will be coming forward I believe in February or April. I don't know the content of those at this point. I'm also aware that we are now examining yet another research paper which will probably be done within Metropolitan Toronto, to which we have a positive response, I believe, in terms of the examination of this kind of program

At the present time, in spite of Mr. Grande's statements, there is no pedagogical information in support of the concept of full-day kindergarten over the half-day program as a learning experience advantageous to the

child.

Mr. Bounsall: What exactly are those four research studies that will result in those

papers?

Hon. Miss Stephenson: The four research studies are the perceptions of programs and children's characteristics, which is being carried out by OISE; children's characteristics on school entry, University of Guelph; kindergarten programs effective half-day, alternate full-day, daily full-day programs, University of Toronto Faculty of Education; teaching learning programs for the young child, Educom.

Mr. Grande: I guess the last comment of the minister to me was that as a result of the study or the investigation—I don't know whether it's a study or not, but it's an investigation—by Mr. Lapierre, which, yes, I do understand, the ministry provided I believe around \$100,000, plus research people.

Hon. Miss Stephenson: It was \$112,066. [4:30]

Mr. Grande: I'm trying to say that when you do something worthwhile I do mention it.

In essence you're saying that if the Lapierre report comes down and says, yes indeed, full-day kindergartens are needed for the education of young children, then I think we can expect some time around April or May of next year the minister will reverse that decision, in terms of cutting the September 1980 grants for the full-day kindergarten programs in Ottawa and in other areas of this province. That is at least encouraging.

In other words, it appears to me you are still keeping an open mind to the concerns

and to the problems that decision will bring about. At least I've accomplished that, I think something was done today. Thank you.

Hon. Miss Stephenson: In light of Mr. Lapierre's most recent statement, I'm not sure I'd hold my breath for that one if I were you.

Mr. Grande: What's important to me is an attitude. What's important to me is that you are willing to involve yourself in the process. If at the end of that process it is found that it's not worthwhile to do it, then I accept that, but—

Hon. Miss Stephenson: Thank you.

Mr. Grande: —at least you've shown me you are involved in the process and that's fine. At least you've shown me you are willing to do that, as opposed to doing it in February of this year, when you decided that these grants were going to be cut. That was not an involvement in the process—

Hon. Miss Stephenson: It certainly was.

Mr. Grande: Why didn't you wait for the Lapierre report then?

Hon. Miss Stephenson: Why didn't we wait for the Lapierre report? Because on the basis of the information that was available to us at that time, which looks fairly complete at this stage, we had to make a decision and that decision was taken.

Mr. Grande: As I said the other day, once we come to a certain particular stage and I feel we're moving ahead, at the next breath you'll revert right back to the beginning.

Hon. Miss Stephenson: Nothing is etched in stone, Mr. Grande, you know that.

Mr. Grande: Nothing is etched in stone, but certain things have to be looked at pretty carefully before you unhitch whatever was done.

Hon. Miss Stephenson: It was looked at carefully.

Mr. Grande: In terms of those figures which I presented here the other day I don't think an answer was given to me, though an answer was given to me in terms of the Vietnamese children. My position is clear on that: that the ministry should give the boards 100 per cent funding to establish those classes. Your position varies to that, and I can understand it,

The other component of the English as a second language program was that children who are now enjoying the ESL program are getting bumped off it.

Hon. Miss Stephenson: You promised to provide us with information that we do not have.

Mr. Grande: I will.

Hon. Miss Stephenson: Our best attempts to develop the information which you suggested is available have produced a result which is somewhat opposite to yours at this point.

Mr. Grande: I promised I would give you that information as soon as I have it. I'm not going to keep it just for the sake of having the information. That's not my rea-

soning for being here today.

The other part of the problem is that there are children now in Metropolitan Toronto and Ontario who need the English as a second language program and they are not receiving it. The information concerned the 3,000 in the city of Toronto and 4,800 in the city of North York who need some ESL program and are not receiving it. In addition, there is the problem of the decreasing number of teachers involved in the program. Could you investigate these concerns?

You may not have any other mechanism through which you can do it, but are you going to be relying on directors of the boards of education and other board officials to give you the information about their boards' efforts to meet the needs of certain children? If you are, I suggest to you that you're probably not going to get that information. I suggest to you that information should be forthcoming at least in part, from the teachers who are in the field.

Referring again to that meeting I had with people interested in education in the borough of York, I was talking to the teachers and the principals and I said, "How many teachers for English as a second language do you have in your school?" The principal replied, "Well, we're very lucky at our school. We have one full-time teacher for English as a second language." Sixty per cent of the children in that particular catchment area are non-English speakers. They're lucky because they have one full-time teacher in English as a second language. "Could you use other English as a second language teachers?" "Oh, my God, would we ever be able to use others."

This year, Metro gave the borough of York 10 English as a second language teachers. That's what the formula generated; in an area where 60 per cent of children in those schools are from neither English or French backgrounds: 60 per cent of those kids in that population. Yet they have only 10 English as a second language teachers allocated from Metro. Then, because of the flexibility the board has, they were able to have another 4.5 teachers. That's 14.5 teachers for 60 per cent of the population of that bor-

ough. A similar thing happens in North York: a similar thing happens in Toronto. Toronto tells you it has 3,000 children and cannot meet their needs.

If education in this province is your responsibility, then please look into it. If education in this province is the responsibility of the local boards, then get the local boards to meet the needs of those children. Clearly, you've got to be responsible for the educational process in this province. I would like to know if you will be carrying out a thorough investigation in this particular area.

The chairman of the board of education for the borough of York—I think you know him quite well—is reported to have said at a meeting which took three months to set up, that you were in agreement that the province's English as a second language formula is not sensitive enough. He is reported as saying also that it looks as though the formula from Metro is not sensitive enough, either. So if you say the formula for Metro is not sensitive, and the provincial funding is not sensitive to those particular needs, then what other structures are you going to set up to meet those needs, which you know are there? I suggest an investigation.

Hon. Miss Stephenson: Could I clarify that last remark of yours, because quite honestly I asked whether our formula was sufficiently sensitive to the needs of the children with requirements for English as a second language training. I also asked whether the Metro formula was sufficiently sensitive, in the light of present day circumstances.

Mr. Grande: And they told you, I hope.

Hon. Miss Stephenson: Those are questions that I asked and that we are examining at this point. As a result of the planning we've done related to the influx of the Vietnamese children, we now have a mechanism in place which allows us to monitor much more carefully the requirements for English as a second language. In every regional office we have identified one individual who is specifically responsible for that monitoring and identification process.

Our information is going to be a great deal more accurate than it's ever been in the past. This is all part of the mechanism we have been setting up in terms of the arrival of the Vietnamese children, but it gives us some capabilities in other areas we didn't have

before.

Mr. Grande: I guess it's a first step. The first step is always to make sure you are working from information in the field, and obviously you are coming to the realization the information you're working with is not

the information—in other words, that number of children who require the help is not what comes through to the Metro board from the area boards and is not reflected from the Metro board to the ministry.

Hon. Miss Stephenson: I confess to you that I don't have any pervasive misanthropic sense about school boards and their staffs. I believe almost all of them are working to the best of their abilities in a true spirit of service to education of children within this province. If they simply do not provide us with the kind of information you manage to get, I don't believe they do it with deliberate malevolent forethought.

Mr. Grande: I know most of those people you are talking about. I have dealt with them at a certain time or other, with some more than others. I don't think they have any kind of diabolical plans either. They're trying to do the best, I agree with you, with the little funds they have. As Mr. Prideaux from the board of education in North York said, we have to establish priorities for the little funds we have, and if we're not going to meet the ESL needs of the kids, so be it. We're not going to meet them.

Hon. Miss Stephenson: If you're concerned about my smile, I'm afraid I'm sufficiently provincial, sufficiently unsophisticated, to believe that \$4 billion is not a little amount of funds.

Mr. Grande: I see. Now you're adding-

Hon. Miss Stephenson: No, \$4 billion is the cost of elementary and secondary education in Ontario. You know that.

Mr. Grande: Okay. In other words you are saying we have done all we will do for education.

Hon. Miss Stephenson: That isn't what I said, Mr. Grande. You keep reading impressions into the things I say. I just stated a fact. My opinion is that \$4 billion is not a little amount of money. It may be in your perception. It's not in mine.

Mr. Bounsall: It's not enough to keep up with the rising costs in the last two or three years, whatever the base is.

Mr. Grande: My job is to bring before you the needs of children in this province as I see them. Obviously I can't be in touch with a tremendous number of people, but people I am aware of come to me and I try to reflect, to the best of my ability, their needs for me to represent them and to give you the information they would want me to give you. I'm trying to do that. If you think \$4 billion is too much to spend for—

Hon. Miss Stephenson: I didn't say it was too much. I said it wasn't a small amount of money, that's all. It was a simple statement.

Mr. Bounsall: Do you agree it's not enough?

Hon. Miss Stephenson: I don't know that.

Mr. Chairman: I think we have to move along, Mr. Grande, just a little bit.

Hon. Miss Stephenson: Perhaps I might reassure Mr. Grande, we have established one further useful mechanism. We will be using a provincial review procedure we have established to examine the needs for English as a second language throughout the province. I think this will give us information we have not had in the past which will be very useful to us in examining the grant formula for that program.

Mr. Bounsall: Mr. Chairman, could I ask one question? Where does the heritage language best fit under these votes? Is it under curriculum?

Mr. Chairman: I would think it would be under curriculum.

Mr. Bounsall: I have a couple of short comments on it.

Mr. Chairman: Yes. We had agreed, in loose fashion, to try and get down to item 6, correspondence education, by six o'clock. At the rate we're going, we're not even going to get to item 2. I just caution the committee that we really will have to move along. If members could co-operate to the best of their abilities in putting their points and getting the responses then get on with it, we will at least make some progress today. Have you finished, Mr. Grande?

[4:45]

Mr. Grande: I am finished on the three things I brought forward. I now want to bring forward two other matters. I am going to be brief.

Mr. Sweeney: Mr. Chairman, there are a lot of other things we have got to touch too, and it has been two and one half hours on this one issue.

Mr. Chairman: If you could do it as quickly as you can, Mr. Grande.

Mr. Grande: I happen to believe these two issues I am bringing forth are important.

Mr. Chairman: Nobody is suggesting otherwise, Mr. Grande.

Mr. Grande: Maybe next year we will need more hours for the estimates of the Ministry of Education in order to accomplish the task we want to accomplish. That is fair enough. I will try, though, to limit myself, to be very brief and to accept the response from the minister, although as I'm sure you understand, if the minister does not give me satisfactory responses then I just cannot leave it at that.

On the heritage language program, my colleague has a few questions and I have a couple of questions. If the funding for the heritage language program, as you have stated over and over again, is 100 per cent provincial money for the school boards to run the program, then could you possibly give us some reasons why Etobicoke and Scarborough have not seen fit to establish any of these programs?

Hon. Miss Stephenson: No, I cannot give you these reasons at this point. This has been discussed by the Scarborough and Etobicoke boards and I know they are aware of the mechanism for funding. I have made my concerns known, particularly to the Scarborough board, not quite so directly as far as the Etobicoke board is concerned, but that is a decision which the board must take.

Mr. Bounsall: On that point, would you consider making it a right to receive heritage language education? That is the problem in Etobicoke and Scarborough. A group of parents get together, some with a class of 25 students, and the local board turns it down. They have no recourse. You could amend the Education Act to make it a right. You are funding it 100 per cent. When the parents of a local board get together and there is a clear need for a particular heritage language or various heritage languages, and the board says no, there is no other alternative.

Hon. Miss Stephenson: The response of the boards generally has been really quite remarkable. In 1977-78, the total number of pupils involved in heritage language was 52,713, and in the past year, 1978-79, it was 67,030. Most boards are not reluctant to become involved, as you well know in your own area.

Mr. Bounsall: How many boards are not doing it?

Hon. Miss Stephenson: How many are not? There are 52 boards actively involved in providing heritage language at this point.

Mr. Bounsall: What is that difference figure?

Hon. Miss Stephenson: No, I must be out a little bit—121 elementary panels.

Mr. Bounsall: And 52 are-

Hon. Miss Stephenson: Yes.

Mr. Bounsall: So there may be some areas in the province in which the concentration of children to whom it would be appropriate to have heritage language may not be very high. Hon. Miss Stephenson: That is very true. Mr. Bounsall: You have two boards in this area not taking advantage of the program and making it available to the children who would profit by it. I think the only way around it is to make it a right of parents to have their children receive it. This would avoid that problem. It should be a right to receive heritage language education, particularly with the ministry's interest in funding to 100 per cent. That shows the ministry's interest in it and the relative importance it puts on it. Follow through with that, make it a right—

Hon. Miss Stephenson: The figure I gave you may be slightly misleading because, and I know in some areas, at least, one board is providing the service for other children as well.

Mr. Bounsall: What do you mean by that?
Hon. Miss Stephenson: One board may be providing it for both panels.

Mr. Grande: How many kids did you say were involved?

Hon. Miss Stephenson: For 1978-79, 67,030. We don't have the figures yet for 1979-80.

Mr. Grande: And 62,000 or 63,000 of those are in Metropolitan Toronto? Is that right?

Hon. Miss Stephenson: No. In the central region, not just Metropolitan Toronto, I would remind you, the total is 58,000.

Mr. Bounsall: Out of 67,000?

Hon. Miss Stephenson: Yes.

Mr. Grande: I remember one of the statements the Premier made to the separate school board indicating there were around 53,000 involved in Metropolitan Toronto. I could be mistaken.

Hon. Miss Stephenson: For the 198-79 school year, the total number of children involved in the Toronto Board of Education, for example, was 6,571. The total in the Metro Roman Catholic Secondary School Board was 32,945. The total in North York was 2,275; East York 520; and York 2,006.

Mr. Grande: Why are Scarborough and Etobicoke not getting involved in it?

Hon. Miss Stephenson: I don't know the reasons.

Mr. Grande: Would you find out?

Hon. Miss Stephenson: As I have said, I have inquired of the Scarborough board and there is apparently some feeling it is not appropriate within Scarborough. But I do not know the reasons for that majority feeling.

Mr. Grande: I am aware-

Mr. Bounsall: That is why it would be useful to somehow make it a right.

Hon. Miss Stephenson: Dr. Bounsall, I would remind you that to my knowledge the Ministry of Education in Ontario is the only Ministry of Education in the world which provides anything like a heritage language program of this scope and size.

Mr. Grande: Alberta does.

Hon. Miss Stephenson: After a fashion, yes, but not quite the same.

Mr. Grande: Not after a fashion. Alberta

Mr. Bounsall: That is not really answering my question of concern.

Hon. Miss Stephenson: Would I consider making it a right?

Mr. Bounsall: Yes.

Hon. Miss Stephenson: Yes. All of your suggestions I consider very seriously.

Mr. Bounsall: If there are 25 parents of a particular heritage who want a heritage language program and they happen to be sitting in Scarborough, they don't have a right to be able to get it if their board says no. That is what I am talking about.

Hon. Miss Stephenson: I suppose the whole development of the heritage language program has been on the basis of the co-operative responsibilities for education in the province of Ontario and that co-operative responsibility exists even in this area.

Mr. Bounsall: We get into problems with it at some time. That reminds me of a statement my colleague, Mr. Grande, made a few minutes ago about you needing to take some real provincial responsibility here. What have you done with your regional directors? Have you asked them to go out and talk to every school board? How active are they in promoting it? How long have they talked to Etobicoke and Scarborough and some of these other panels not providing heritage language programs in populated areas?

Hon. Miss Stephenson: I can't answer that question and you know that.

Mr. Bounsall: I know it would involve the expenditure of 100 per cent of the money, but if not, why not? If you won't make it a right and are going to stay with the co-operative approach therefore you are not going to use anything more than a carrot for those boards that won't give it. If you won't do anything other than that, how actively have you asked your regional directors to promote the idea, and point out what can be done and point out the funding?

Look, there are enough disincentives in it anyway. Unless you extend the school year it all takes place after four or on Saturday. There are enough disincentives for a child not to be involved in this heritage language program at that level.

**Hon.** Miss Stephenson: The disincentive is certainly not in the funding area.

Mr. Bounsall: I know, but there are enough disincentives on the personal level for a child not to get involved. Surely you can cause the boards, by some manner—either making it a right or by some very strong high-priority urgings—to look at this very positively?

Hon. Miss Stephenson: We have produced some pretty strong memos to the boards, which is our usual means of communication with boards on issues such as this.

Mr. Bounsall: What happens when the crunch comes and you get a board that says "No"? You are expressing concern about Scarborough. You say you are more aware of that situation than you are about some others, and yet there is Scarborough with a large school population, many of those children qualifying and their parents wishing to have heritage language and yet they cannot get it, even after school or on Saturdays. What can you do? You sent only a memo. What else? I would like to see it made a right, if a group of 25 parents wish heritage language—

Hon. Miss Stephenson: I understand that.

Mr. Bounsall: I get a vibe that you are rejecting. I hope my vibe is incorrect.

Hon. Miss Stephenson: I don't know why you should get such a vibe. I said I quite understand that you would like to see it made a right.

Mr. Bounsall: I am not receiving a positive response to it.

Hon. Miss Stephenson: We have to look at the relationship between the ministry and school boards in a number of areas. It is conceivable that we might look at this as well. It certainly should be a co-operative program. It would appear to me that the school trustees at the local area must, in some large measure, reflect the opinions of those who elect them to that position.

Surely that is one of the reasons for having local school boards, is it not? They do reflect those positions and they are directly accountable to the people in that area. I have just a little bit of concern about imposing ministry decisions, in certain things, upon school boards.

Mr. Bounsall: It would be a fairly simple thing: if the numbers requesting a particular heritage language get above a certain number in a given area the school board shall give it. There are clauses right in the Education Act that read very much like that, you know.

Hon. Miss Stephenson: Yes, I am aware of that. That doesn't allay my apprehension totally.

Mr. Bounsall: When you come to a choice between something like heritage language and writing a clause like that in the Education Act I really cannot see where your choice comes. You have most of the boards with the big populations doing it anyway.

Hon. Miss Stephenson: Yes.

Mr. Bounsall: If these couple of boards complain bitterly to the trustees of these boards, to their colleagues at the trustees' association, they are not likely to find many friends among their colleagues for having this forced on them, or when you get above the 25. I don't see where your problem or your hang-up is, in this particular matter.

Hon. Miss Stephenson: I don't think they are totally insensitive on that, Mr. Bounsall. In response to your question about Alberta, I am informed it is a very limited program, primarily in Ukrainian, and that Quebec has introduced a program for six language groups. I would remind you that the heritage language program is now addressing 45 different languages in this province at this time.

Mr. Grande: Ukrainian in Alberta and German and, I believe, Metis, and there are two or three other large groups which are—

Hon. Miss Stephenson: We will explore that.

Mr. Grande: I believe in Alberta they also have bilingual education for children from grades one to six.

Hon. Miss Stephenson: That is primarily the kind of a program they provide.

Mr. Grande: They are far ahead of Ontario. Hon. Miss Stephenson: Oh, yes. There is no doubt in your mind.

Mr. Grande: They are your friends. I thought maybe you would be happy in terms of saying to you that your friends out there are doing a good job.

Hon. Miss Stephenson: My information comes primarily from representatives of various countries which have embassies in Canada. They inform us regularly that there is no other jurisdiction which provides the kind of heritage language program which Ontario provides, nor with the same scope.

Mr. Bounsall: Oh, but they are diplomats. Hon. Miss Stephenson: Some of them are not quite so diplomatic. Mr. Bounsall: You've got to watch.

Mr. McGuigan: Do you know the definition of a diplomat?

Mr. Bounsall: What is the definition?

Mr. McGuigan: A person who will lie abroad for their country.

Mr. Bounsall: We will switch to another question.

[5:00]

Mr. Grande: No, no. I have one last question. On page 90 of your opening remarks it says, "These amounts represent the provincial contribution and do not include a local share in terms of the heritage language programs."

Hon. Miss Stephenson: Yes.

Mr. Grande: Then on page 91 you are talking about the changes you made under a considerable amount of pressure in May some time: "These changes mean, in effect, that the provincial government is assuming the full cost of the heritage language program."

The question is, if the provincial government is assuming the full cost, then why do you say on page 90, "These amounts represent the provincial contribution and do not include a local share"? Is there a local share in terms of heritage language programs?

Hon. Miss Stephenson: No.

Mr. Grande: Then why is it there, "does not include a local share"?

Hon. Miss Stephenson: It means that the provincial government is providing the entire support of the heritage language program.

Mr. Grande: But by putting it there does it not mean the local share—

Hon, Miss Stephenson: If that confuses you, okay, that is fine. All right.

Mr. Grande: You are implying there is a local share too.

Hon. Miss Stephenson: What I am implying is that there is no local share as far as funding for the heritage language program is concerned.

Mr. Grande: Maybe then you are wordy there.

Hon. Miss Stephenson: All right. I'll accept that criticism.

Mr. Grande: All right. I guess as far as the heritage language program is concerned I have no further questions. I am actually satisfied that once again in this particular area the minister saw the light from the 50 per cent cuts in funding back in February, to vastly improving the program in May of 1979. I accept changes in directions that are positive and this was a positive change. I

don't know to what extent the former Minister of Education had a lot to do with persuading the minister, "Don't touch that program. Just leave it alone." Anyway, I am satisfied with it for the time being.

The last part is about the meeting you had with the trustees and parent representatives of the borough of York. As soon as I learned of it I became very much upset with that process. I understood in the month of September, when we were sitting here accepting briefs from many people in Metropolitan Toronto and other parts of the province regarding Bill 19 and listening to the educational concerns they had, that you were pretty active in listening to representations from groups across this province in terms of education and their educational needs.

Yet I find out that some time in June of this year the borough of York trustees-the chairman, I suppose-sent you a letter saying they wanted to have a meeting with you in your office. To this very day that letter was not acknowledged.

Hon. Miss Stephenson: Oh, yes it has been. Mr. Grande: My understanding is from the trustees.

Hon. Miss Stephenson: Actually, the director of education received the letter, because he was the one who wrote it.

Mr. Grande: I understand that a week before the meeting was to take place a phone call came saying, "All right, the minister is going to meet you on this particular day." What I understand is that a tremendous amount of chaos evolved, because the parents obviously wanted to be represented and the teachers wanted to be represented, so they had 10 days in which they had to come to some agreement in terms of the positions and the issues they were going to bring before you, as opposed to coming with many different and diverse opinions. They had 10 days to do that.

Once they went through that process they arrived at your office and were told you would not be available. They were told the minister was going to be involved in a very important debate and vote in the Legislature. In checking Hansard, I find the very important debate was the emergency debate on energy. We knew the day before that date occurred there was not going to be any vote on that debate. However, you did not see fit to meet the delegation from the borough of York.

Then you changed the date. There was another date set a week after. At that particular time I understand a phone call came

from your office to say the date had to be cancelled. Finally, after three months of wanting to meet with you to bring before you some of the educational concerns in the borough of York, the meeting was effected.

What occurred at that meeting I am not privy to. The only thing I understand is that in response to their brief you issued them two challenges.

I want to find out exactly when you are going to answer the three or four basic concerns they were addressing themselves to. You will recall there was a letter from parents in the borough of York about English as a second language. I don't bring the issue here just because I like to bring it here. However, there was very little response to the contents of that brief, after they waited three months to have a meeting with you.

If you were saying to me in September that you were not available to come to the hearings on Bill 19 because you were busy with other meetings with educational people across this province, then I would say to you that the borough of York should not take any less priority with you and your ministry than anybody else in this province. But three months to set up and have a meeting is a long time.

Some time in March the people in the borough of York will request you to attend a meeting they are going to have. You have said you would attend a meeting at that particular time and I hope we are not going to go through the same steps.

Hon. Miss Stephenson: No, I said I would try to attend the meeting if they would please let me know the date so that I could arrange to be there.

Mr. Grande: Oh, they will. I hope you are not going to get involved in the same process and it is not going to require three months for that meeting to be arranged and effected. I sure hope not. That is the local issue that I am bringing before you today.

We take education seriously in the borough of York. When we must have a meeting with the Minister of Education of this province and it takes three months before we could even sit down to have that meeting, then the concerns you have about education are not reflected in the way you act regarding delegations and people who come before

Some people there were saying, "Maybe we should send the letter in December some time, then by March-April we will have the meeting." There was a tremendous amount of scepticism among those parents and teachers in the borough of York. I don't think that is a very health attitude or one you would like to foster, so I hope when you receive that letter you will do your darnedest to be able to meet with them on that particular day.

I thought I would bring that forward. I don't think I need to ask any questions regarding the contents of the brief since no response has been made to it. I await that response. I hope you will be good enough to supply me with a copy of the written answer when you send it to the people in the borough of York.

Hon. Miss Stephenson: Mr. Grande, the response will go to the people of the borough of York. I am sure they will be delighted to provide you with that information.

Mr. Grande: All right.

Hon. Miss Stephenson: If I may respond, the question was asked as to whether a meeting could be held. We suggested one could be held during the summer, and I gather that was not appropriate because people were going to be away, although I was present during almost all of the summer. Therefore, a meeting was arranged for October because that was the most appropriate time.

Unfortunately, I was informed that I would not be able to be there, and I so informed the people in my office. I had been told I was not going to be able to be there. When the meeting was held, those who attended the meeting requested a further meeting with me.

A relatively large number of my staff were present at that meeting. It was the first meeting that was held with the borough of York people. We did try to rearrange it. It had to be postponed once and was held, finally, at a time they suggested was appropriate for them. This was not intentional in any way. I do not intentionally attempt to prevent meetings of any kind. I think I have been reasonably accessible, and I'm sure if you asked other board people they would tell you the same thing.

I don't know where you heard the report of the meeting. The meeting we had last week was a most useful, interesting and

stimulating meeting.

Mr. Grande: The report I heard was, as I said, last Thursday, when the trustees had a public forum on November 22. The chairman of the board was asked to report to the people in terms of that meeting. The chairman of the board had some comments, one of which was about the English as a second language program. All he said was, "The

minister listened to us and issued two challenges to us."

I make the assumption that you didn't respond directly to the particular concerns of that brief they had, but issued other challenges on top of that. The reason I bring it forth is that I would not want to hear from people in the borough of York that we're going to go another three months to have a meeting with you sometime in the spring. I would hope you would be able to comply with that. It's a very small request.

Mr. Chairman, thank you very much. You've been very patient, but I feel these problems I've brought forward are very im-

portant.

Mr. McGuigan: Mr. Chairman, I have two items on curriculum. One is general and the second is specific. The first one is anticipating, rather than dealing with a fact. The people of Kent county are quite concerned about the future of their grade 13. I understand a committee headed by Mr. William Green, who's superintendent of the Kent County Board of Education, along with four principals of high schools in the county, is examining this question.

The end of their examination and date of report is supposed to be December 4. Then the meeting at which they decide the future of grade 13 in a number of schools will be

December 18.

Hon. Miss Stephenson: I gather this is the consolidation of grade 13 in one, two, three or four schools in Kent county, rather than having grade 13 in all of those secondary schools.

Mr. McGuigan: Right. Of course, we don't know what the recommendations will be. I've talked to Mr. Green. He says they have nine or 10 options and when the recommendations are presented to the board the board will choose one of those options.

The people of Tilbury, in particular, are quite concerned that one of the options might be to consolidate grade 13 in, say, a school in Chatham. I simply want to bring these concerns to you. They point out that this will then make their school, in their eyes, a second-rate school in that it will not have as many options to offer those who take the four-year course. It will take away a lot of the pride in the school. The better athletes and so on will be leaving and going on to the central school if this happens.

[5:15]

The economic reasoning behind it—and it's not really declining enrolment, because I understand that doesn't hit for another three

years—was largely brought about by the number of students opting to go directly into employment or into the community colleges.

I rather suspect we're seeing what they call in economic terms the "dance floor syndrome." If you can remember back to our dancing days, on a crowded floor a space opens up and all of the couples rush into that space and create a crowd there and an

open space behind it.

It's the swing of the pendulum, I believe, and it could very well swing back so that when declining enrolment does hit, in a matter of about three years, they may find they have as many grade 13s remaining at that time as they presently have. My point is, I don't think a decision should be made on the basis of one or two years' experience in this new employment situation we have in Ontario.

The people of Tilbury are more concerned than some other towns, although others are concerned. Tilbury has a very large manufacturing industry there and several plants that are satellites of the Windsor automotive trade. Because of the developments in Windsor, the Ford Motor Company expansion and so on, they are anticipating there will be more industry and employment in Tilbury. They're concerned about the management people—and workers too—deciding whether or not they will live in Tilbury. One of the questions they will ask is whether or not there is a grade 13.

I just want to express those concerns to you. When the recommendations finally come, if they choose what we consider the worst option, I certainly hope the minister will consider this more carefully before endorsing any such decision.

Hon. Miss Stephenson: Mr. McGuigan, first, I'm not sure the Minister of Education has the authority to tell a school board that it shall or shall not provide grade 13 within a specific secondary school. I would suggest you remind the board of education in that area that there has been a significant increase in applications for first-year university this year—quite a turnaround from the last couple of years—and a very significant increase in the number of first-year students in universities.

I'm not at all sure young people are moving totally in the direction of the community college or direct employment area. They're probably looking at the employment rates of university graduates which are significantly higher than they are for other parts of the population, about equal with community colleges, as a matter of fact. I think the

better-informed young people may very seriously consider grade 13 as a reasonable option.

Mr. McGuigan: I wouldn't ask the minister to impose from above because that would be very much against my Liberal principles.

Hon. Miss Stephenson: Thank you, Mr. McGuigan. I'm pleased to hear that.

Mr. McGuigan: I realize the minister has a great deal of influence and considerable powers of persuasion, so it's on that basis I bring this up.

Quite recently I went through a tour of one of the factories in Tilbury. It was Rockwell International, which, as you know, is involved in the space program. They showed us a movie on the space program and it was a very interesting afternoon. In the tour they showed us people making the foundation for the brake shoes in a trailer. All the trailer trucks in Canada are made in this one factory.

It started out with a casting that is cast in the United States. It comes to Tilbury and they drill holes in it. They told us they then ship it to Germany where they cut some more surfaces and send it back again for some more drilling. I guess it's cheaper to ship these materials all around the world than to maintain three or four different machines in one country or within one company to do these various jobs.

The point I'm coming to is that with our energy situation rapidly changing, this could change and we could be coming to more local manufacturing, closer to the point of consumption. Coupled with that is a migration within Ontario towards southern Ontario because of the high cost of energy, just as is happening in the United States. The near bankruptcy of New York city resulted from more than just past mismanagement. A great number of industries are moving to the sun belt in the United States.

Hon. Miss Stephenson: For a number of reasons, not just the energy question.

Mr. McGuigan: Yes, for a number of reasons, but that's one of the reasons. I predict we will see some of that.

Hon. Miss Stephenson: Are you really suggesting that southern Ontario's the sun belt?

Mr. McGuigan: Sure, the banana belt.

Hon. Miss Stephenson: Down where you live it is.

Mr. McGuigan: The second point is more specific. I have a letter from a lady, Maureen Salter, who's a registered dietician doing a community school nutrition program. This program is to present material and organize

it within the school system so that it's of use to teachers and community groups.

This program began in January 1979, and the expectation was that it was going to last two years. The lady is now told it's going to end this December, and it's only part way through its work. She's assembled a great deal of material but is in the process of cataloguing this and putting it in presentable form for use by the schools. I have a progress report if you want to see it.

Hon. Miss Stephenson: This is in the area of curriculum development, specifically related to health and phys. ed.

Mr. Sweeney: Nutrition.

Hon. Miss Stephenson: Yes, it's nutrition but it's a portion of the health curriculum in the schools.

Mr. McGuigan: I assume this is the right place to talk about it.

Hon. Miss Stephenson: Yes. I know this individual was to function as a resource person or consultant to the family studies teacher and health curriculum committee, but there was apparently some suggestion she was to act as a resource person to parent groups as well. "To review existing nutrition curricula guidelines and provide input for revision of same," was the primary purpose of that activity, which the board had suggested was reasonable.

Mr. McGuigan: I would urge you to consider bringing this to completion by allowing the program to go on for another year. It's a particular interest of mine. Because of my interest in food, I'm very much concerned about nutrition. I'd just like to quote from a couple of items here. Some of them are Canadian and some are American:

"In place of observing the classical image of malnutrition we are seeing new connections between the way people in affluent societies eat and the way they live and die. Nutritionists are forced to look at malnutrition from new angles and to redefine the

meaning of good nutrition.

"Over the past many decades the North American diet has shown a rise in the amount of fat, particularly of saturated fat. In many individuals fat could account for half or more of their calories. There was a time when nutritionists would not have cared where your calories came from, but now they do. There is a strong association between the amount of fat consumed, particularly saturated fat, and the degree of risk of coronary heart disease."

I mention this because we really don't find many people in Canada-although I'm sure

there are some—who are really underfed. We do find a great many people who have poor diets. It's been said by a leading educator in the United States—and I'm going to quote the following statement, which should be a rallying cry for all of us in the western world:

"It has been suggested that the next major advantage in the health of this nation will come through health education, not through more doctors or more hospitals or new discoveries. We must persuade the American people that next to genetics the single most important factor in health is proper lifestyle and nutrition. Even more important than environmental pollution is personal pollution."

I know it's really not your ministry that is charged with the responsibility—

Hon. Miss Stephenson: We are involved in a joint program with Health right now in attempting to increase the awareness of students throughout the school system, particularly in the secondary level, about the requirements for proper nutrition. The memo on that hasn't gone out because it hasn't been translated yet, but it will be out very shortly.

Mr. McGuigan: I take it you agree with the thrust of this study?

Hon. Miss Stephenson: Yes, my concern is that I gather it's being proposed as a community school program. From the content of it I would have to say it looks more like a curriculum development activity. I'm wondering just how we managed to do it last year.

Mr. McGuigan: I would urge that you reexamine the question with the possible view to seeing it brought to completion.

Hon. Miss Stephenson: It can certainly be discussed with the board. There's no doubt about that.

Mr. McGuigan: If it's not brought to completion some of the money that has been spent—not all of it—would be to no avail. Those are the only two items I have under curriculum.

Mr. Sweeney: I have a short question for clarification, please, and then need a few minutes on another issue.

I'm referring to pages 60 and 61 in the briefing booklet and I'm looking at French as a second language. On page 61 it shows a decrease in the funding over the previous year of \$1.04 million. This represents pretty close to 60 per cent of the previous year's budget. On the explanatory page, page 60, it says at the bottom, "The reason for the re-

duction is because we don't have to produce as many kindergarten-to-grade-13 curriculum documents."

That seems an inordinately large sum of money. Why such a dramatic change in just one year? It seems like so much so fast. I just don't understand how that can happen.

Hon. Miss Stephenson: It is my understanding a great deal of documentation has been produced over the last few years and the requirements for increasing it have dropped quite considerably because the documentation is there and in place. There is still a considerable amount of it going on, but certainly not at the level at which it had to be done in order to ensure there were resource documents and support documents for instruction which were necessary before.

Mr. Sweeney: But 60 per cent in one year? That is really possible?

Hon. Miss Stephenson: Yes.

Mr. Sweeney: Okay. Can I ask what the balance of the money is used for, the other \$700,000? I know we are in the curriculum division—I am not pretending we are talking about grants or anything like that.

Mr. Podrebarac: The remainder is still pretty much devoted to the appropriate materials development regarding the core, the basic, the extended and immersion materials. It is more curriculum development materials on that.

Mr. Sweeney: Am I correct in understanding that in terms of the various kinds of programs offered in the province for French as a second language—that is what we are talking about—

Hon. Miss Stephenson: Yes.

Mr. Sweeney: —regardless of whether we are talking of beginning in primary or beginning in intermediate, it would now appear we have sufficient curriculum materials? What we are really faced with is the annual updating?

Hon. Miss Stephenson: No, I don't think it is just the annual updating. There are further materials that are in the process of being developed. But the numbers of documents requiring development has decreased dramatically because of all the effort that was put into that activity over the last several years.

Mr. Sweeney: Perhaps the better way of looking at it is we have reached a threshold year. That is reasonable?

Hon. Miss Stephenson: For this time, yes. Mr. Sweeney: Does that give us to understand then-let me try to incorporate the two ideas-that we are probably not going to see many breakthroughs in terms of curriculum organization for French as a second language?

Hon. Miss Stephenson: No, I would not say that at all. At this time we have reached a threshold because, for example, the immersion programs in many areas have now or are about to reach the grade eight level. We have done fairly well within the elementary system. Now, as a result of reports that are being developed at this point, we are going to have to make decisions about what we do within the secondary level. Whether we require the development of specific documentation for that is something we have to study.

Mr. Sweeney: Okay. We will just have to keep our eyes on that.

Mr. Podrebarac: There are also some moneys in the learning materials development plan, where FSL is highlighted, generating other kinds of documents.

Mr. Sweeney: Okay.

Mr. Bounsall: Do you still have your other area to touch on?

Mr. Sweeney: Yes, I have one more.

Mr. Bounsall: I have one other area I want to touch on too.

Mr. Sweeney: I will try not to take too much time, Mr. Chairman, but it is an area that is creating some concern around the province. I think we had better get some idea of where the minister is heading. As a matter of fact it has often been called the "hidden curriculum," because we talk about it in rather hushed tones and there is a great deal of confusion as to just what is being done. I am talking about the whole area of morals and values education.

Madam Minister, I want to refer you to two brief statements made by your predecessor (Mr. Wells) only a couple of weeks before you took over. They highlight two issues that I want to come at.

In the first one, he says, "In my opinion, ladies and gentlemen, there is deep and pervasive public concern about the attitudes and values which the school system is seen as accepting, and by accepting is seen as condoning and encouraging in the actions of the students." That is the one dilemma.

He goes on, speaking very personally to say, "Speaking now both as a parent, a layman, and in my official capacity, I believe schools must increasingly plan for the inclusion of morals and values education in their programs."

I am reasonably sure you are aware of the discordance, if I can call it that, in the

schools. On the one side, we seem to have a group of parents saying the schools are not doing nearly enough with respect to morals and values education and they had better get back into it. In addition to the previous Minister of Education, our Premier (Mr. Davis) has spoken on a couple of occasions within the last year or so saying pretty much the same thing.

On the other hand, we have areas where parents are expressing deep concern about what the schools are doing in the area of morals and values education, saying they don't like what the schools are doing because they sense an infringement upon what the parents themselves want to do.

In my judgement that is a very clear dilemma. I would like to have some idea of what the minister and/or her ministry is doing in that area, what you are planning to do in this area, how you are dealing with this dilemma and what do you see we can do. I will go back to what I said in the beginning, I genuinely believe this could be called the hidden curriculum in our schools. There is a lot of concern out there. Where are we at? Where are we going? What are we doing? Where is your magic wand?

Hon. Miss Stephenson: I don't have a magic wand, I have to tell you. The state of, I was told not to call it limbo because limbo is a permanent state and one should never consider it to be limbo. I guess I would have to call it purgatory because that is not necessarily permanent, I gather.

Mr. Sweeney: Thirty-five years is a long time.

Hon. Miss Stephenson: Since 1969, with the Keiller Mackay report, there was a very definitive examination of this and there were certainly some very strong statements, I was going to say positive statements, reflecting my personal opinion, but I am not sure they were all positive. Nonetheless, there has been a state of suspended animation since that report, during the 1970s. I am not sure it can continue.

As a result of that, the ministry has been examining the studies and reports very carefully. I had two meetings with an ecumenical group, the Ecumenical Council. We have had meetings with others with various concerns about morals and values education. We are in the position now of examining the policy—I am not sure I would call it a policy, but it is the state of the situation right at the moment. I feel very strongly we have to come to a definitive conclusion about what the role of the schools should be and how we can accomplish that role within this year.

That is the kind of guideline I have been stating rather loudly throughout the ministry. We will be coming to a conclusion about that this year. I am not talking about the calendar year 1979, I am talking about the school year, 1979-80. I believe that is necessary because of the amount of confusion, because of the discordance you mentioned, and we have to come down specifically in the appropriate direction, or what would appear to be the appropriate direction as a result of all the consultation that has been held.

Mr. Sweeney: What reference point or what alternative do parents have when they genuinely believe what is being done in schools is wrong? It is more values education than morals education I seem to be getting some questions about. Where do parents go? How do they handle the situation? Does the ministry have any directions, any guidelines, any openings for parents like this?

I think we are both aware of several situations in the province at the moment that are getting somewhat serious. The parents who have contacted me, and I suspect you and many other members as well, seem to be saying: "I just don't know where to go. I don't know what to do."

Hon. Miss Stephenson: Their expression of concern must be directed towards the boards of education in their areas that have the local responsibility for that. Until the ministry develops and appropriately disperses the kinds of directions and guidelines which would appear to be generally appropriate for the province, the boards are functioning on the basis of the curriculum guidelines they have in a number of areas. There has been direction, pretty clearly from my predecessor's statement, to boards and to teachers that there are specific concerns out there.

I would remind you there are portions of the Education Act which very clearly define, for example, the role of the teacher in the delivery of the educational program which imply very strongly support of values in what would have appeared at that point to have been the most appropriate way in terms of the traditions of this province.

Mr. Sweeney: But it is precisely what is perceived to be a dichotomy between what the act says with respect to "traditional values" and what at least one of the guidelines, the phys ed and health guideline for the intermediate division, suggests can be done.

Hon. Miss Stephenson: Can be done? Mr. Sweeney: Yes.

Hon. Miss Stephenson: Yes. Right.

Mr. Sweeney: Oh, I use that word advisedly.

Hon. Miss Stephenson: Yes.

Mr. Sweeney: Let me come back to a point you just made. With respect to the situation around Simcoe county at the moment you indicated there was no way you, as the minister, could get involved. That was up to the parents and the board at the local level to resolve. I am sure you are aware the parents there did take this situation to a court hearing. The last word I got was the judge said this is up to the provincial Ministry of Education and the local board to resolve; that he, as a judge, couldn't get involved in it.

Hon. Miss Stephenson: I have not seen that decision.

Mr. Sweeney: That is the message relayed to me.

Hon. Miss Stephenson: That was somewhat the message I heard as well via the newspapers, but I am not sure of precisely what he said. I would like to see what he said before I make any comment about it, We don't have the judgement at this point.

Mr. Sweeney: Okay. You can appreciate the dilemma a group of parents find themselves in. They are getting two different messages and they don't know which way to turn. That is why I made the observation a few minutes ago that there does seem to be a genuine dilemma out there among parents as to what to do in this whole issue.

Hon. Miss Stephenson: I am very much aware in that specific instance—

Mr. Sweeney: I use that only as one example. That is not the whole problem.

Hon. Miss Stephenson: —the board very carefully examined the guidelines being used—that was an absolutely essential exercise in the light of the concerns expressed by parents—and made some modifications within the instructional program in order to accommodate that, I am also aware that at a fairly recent meeting the board overwhelmingly supported the maintenance of that program as modified within the schools in its jurisdiction. This is not universally taught throughout the province.

Mr. Sweeney: Given this kind of dilemma, and I may be on the wrong track, but I get a sense we are going to see more of this in the decade ahead. Do you not get a sense that it suggests to us we should be providing more options for parents in terms of getting their kids educated in different ways?

Hon. Miss Stephenson: In different ways?

Mr. Sweeney: Different types of school settings. I guess what I am trying to say is, do you genuinely think at this time we can resolve this kind of conflict, this kind of difference? Is it possible?

Hon. Miss Stephenson: I hope so.

Mr. Sweeney: Under one roof?

Hon. Miss Stephenson: I hope so.

Mr. Sweeney: I don't think you are right. Hon. Miss Stephenson: I am always optimistic, nonetheless.

Mr. Sweeney: Yes. I think there is a solution, but I don't think the solution is under one roof.

Hon. Miss Stephenson: I think you may be being unduly pessimistic about that, but knowing your bias I can recognize the reason for that pessimism.

Mr. Grande: You can afford to be optimistic.

Mr. Cooke: Mr. Chairman, I raised this every time I went through the education estimates with the former minister.

Hon. Miss Stephenson: I haven't heard it yet, David, so go ahead.

Mr. Cooke: Yes. That is why I want to ask you. I hope it is under the appropriate vote. It is on early school leaving. Does this come under curriculum? I looked through the book and I couldn't find it listed separately, as it was last year. In any case, even if it doesn't come under it, I will raise it. [5:45]

I want to know the status of the various committees, and more important, how many boards now have staff working on early school leaving in order to make the program work? I feel it was basically a good amendment and a good idea. I served on the early school leaving committee in Windsor and found it wasn't working because we didn't have the staff to implement it and help the families come up with the alternatives.

Hon. Miss Stephenson: We have some generalities, but it is actually under another item.

Mr. Chairman: Item 12 this year, Mr. Cooke, supervision and legislation, is really the appropriate vote.

Hon. Miss Stephenson: We can give to you the details. Meanwhile, can I make a plea? Could we call it LSE, leaving school early, because ESL is English as a second language and early school leaving is also ESL and it gets a little bit confusing?

Mr. Cooke: All right.

Hon. Miss Stephenson: We do have some general information about that,

Mr. Cooke: Maybe it would be better to raise it under the appropriate vote when you would have the specifics.

Mr. Bounsall: Mr. Chairman, I'd just make one comment as a result of what Mr. Sweeney was dealing with, about parents being in a bit of a dilemma on the morals and values education.

I received a letter at the end of last week from the northern Ontario principals' association—that is not quite the whole title but that is who they are. They were asking for my aid. I think a copy went to the minister. They asked that the ministry run a seminar for northern Ontario principals, I think they were all elementary principals in that association, as to what they should be doing in morals and values education. I assume you are not quite ready to run a seminar.

Hon. Miss Stephenson: You are right.

Mr. Bounsall: But as a result of the program you are developing in this current education year, 1979-80, you will be, at some point able to respond to a request of theirs?

Hon. Miss Stephenson: Positively, yes.

Mr. Bounsall: What are we looking at? This spring?

Hon. Miss Stephenson: It would probably be next fall. I don't think we would have all the necessary materials in place to do it this spring.

Mr. Bounsall: You would have your findings complete this spring but you wouldn't be able to run seminars on it until the fall?

Hon. Miss Stephenson: I hope our findings will be complete within the next few months and the policy will be clearly established and disseminated. After that is done, then would be the appropriate time to carry out seminars and other activities.

Mr. Bounsall: That group would be conducive to having one running this summer. I understand the northern Ontario principals tend to stay at home in their beautiful country in the summer, and I cannot blame them for that, and probably this, as opposed to many other meetings, could be one run in the summer.

Hon. Miss Stephenson: That is a very real possibility, because it would be our intent to work with teacher education faculties at the universities in order to encourage and assist them to provide such seminars for local groups.

Mr. Bounsall: Are the faculties of education going to be the ones doing it?

Hon. Miss Stephenson: Developing the policy? No.

Mr. Bounsall: Doing the seminars?

Hon. Miss Stephenson: Yes, maybe with the assistance of the ministry. That is an appropriate route to follow, it seems to me.

Mr. Bounsall: They have requested the ministry specifically—

Hon. Miss Stephenson: Yes.

Mr. Bounsall: —to run a seminar program with them as principals. It would be beneficial to have that done in the summer. If you have the materials and policy developed in three or four months, or even five months, you could possibly get them under way this summer.

Hon, Miss Stephenson: We could probably catch northern Ontario and Muskoka teachers in the summer.

Mr. Bounsall: They could be informed for their class reopenings in September. At least they would appreciate some fairly quick action on this. That is an aside, Mr. Chairman.

There are two other areas I wanted to touch on. One is French as a first language. The minister's statement included—and I'm not going to comment at this point on the extent of my disagreement on it—the way in which she's responding to French education, that is, to put it in units within the schools.

Am I correct that you're going to be starting a pilot project on that fairly soon? Are there two or three boards in which you will start implementing that program in January? This is an extension, I take it?

Hon. Miss Stephenson: We are working through the regional offices right now examining the extent of the problem as perceived by the local francophone community and the boards in a number of areas.

Mr. Bounsall: You're not going to be running any pilot projects?

Hon. Miss Stephenson: I had hoped—and I'm not sure this is going to be possible—as a result of all the discussions that are taking place we would have been able to initiate the program by January 1, 1980, in Penetanguishene. I don't know that it's going to be possible at this point, but it still might be possible.

Mr. Bounsall: The area you were looking at first was Penetang?

Hon, Miss Stephenson: One of the areas, yes.

Mr. Bounsall: Are there other high-priority areas for starting the program?

Hon. Miss Stephenson: Not necessarily high-priority, because it depends upon the

requirements and the desires of the local francophone community.

Mr. Bounsall: You have to await that response?

Hon. Miss Stephenson: That response is being elcited as a result of the activities which our regional directors are involved in right now, and have been since early October.

Mr. Bounsall: What sort of response are they getting?

Hon. Miss Stephenson: I can't give you a rundown right at the moment, but I think George can.

Mr. Podrebarac: We've been out to every regional office, the deputy minister, myself and Mr. Raymond, the other assistant deputy minister, and the Council for Franco-Ontarian Education. We've been taking the policy statement, interpreting it with the directors of education and trustees and sharing with them the intent and the implications that are implicit within that intent for funding to establish homogeneous entities or whatever might be appropriate.

We've been also working with them in gathering data in terms of the numbers of students, the secondary panel, the numbers of qualified teachers, the number of department heads, where principals exist, what do we know about supervisory officers. We're sort of sketching the picture across 34 French-language mixed settings. We're asking them now to raise with their own jurisdictions, with their own French language advisory committee, the alternatives before them.

One of our high-priority items is the situation in Penetanguishene. I think it's important to note that Mr. Storey, who is here today, has been working long and hard with all the people in Penetanguishene trying to come to a plan of action to implement the policy. One of our very encouraging signs is that as of December 10 we hope to have a reconstituted French-language advisory committee. They, in turn, will look at how they hope to proceed, in keeping with what they've learned about the alternatives before them.

There's a lot of activity and there's a lot of data being gathered. We're thinking that in terms of even elementary flow of students it's important for jurisdictions to know what's coming before they make a decision on the appropriate format for secondary education in the French language.

Mr. Bounsall: There's no area emerging as a high activity area at the moment other than Penetang?

Mr. Podrebarac: I think it's fair to say that in Hamilton we're having a good deal of activity.

Hon. Miss Stephenson: There are one or two other areas in mid-northern Ontario as well.

Mr. Podrebarac: I should say it's being fairly well received in terms of its intent and in terms of the balance we hope to achieve as a result of it. I think some are going to be more aggressive than others in the short term. With some long-range planning we're optimistic and feel that appropriate decisions are going to be made on behalf of the Frenchlanguage students in this province. We're quite encouraged at this point.

Mr. Bounsall: Just let me say, because Penetang has been touched on—and I won't go on at length—the people most involved at the school still want a meeting with the minister, the sooner the better, and preferably before December 10.

They phrase it in terms of a foul-up in trust if they can't have that meeting. I would urge you to help that Penetang situation in whichever way it finally gets resolved; I would urge you to meet with the group of francophones most concerned with the alternative school there and as soon as possible. They deal with Mr. Storey and Mr. Wilkinson and I am often—

Hon. Miss Stephenson: Who's Wilkinson?

Mr. Bounsall: Bill Wilkinson? I could have the name wrong. I don't have my notes here on this. Some of my constituents who come to me with problems cannot deal on the telephone or cannot write me letters. There's a certain percentage of them who feel that somehow I'm not working on their problem unless they see me in the flesh. I don't quite understand that, but I know it happens.

Hon. Miss Stephenson: I understand it.

Mr. Bounsall: I know there's a certain percentage of your constituents probably falling into the same thing, along with certain groups around the province. I think to a certain extent this is operating in that Penetang francophone situation among those who are operating the school. There's a possibility of growing mistrust and more problems than we should have in that area that hinges on simply getting a meeting with you. Please work it in.

Hon. Miss Stephenson: We have had a great deal of communication and we're working on that right now.

Mr. Bounsall: The urge for a meeting with you is very strong. That would be helpful to

the whole situation. Have it as soon as you can.

Hon. Miss Stephenson: I understand that, yes.

Mr. Bounsall: Preferably before December 10. I would think you might get a much more representative group if you held the meeting before that date than after. They haven't said this to me, but I get the feeling there might be a certain boycotting of an element of the francophone population on December 10 because of the feelings in the matter, all of which could be allayed if the minister would just come through with the meeting with them. There's no resistance on their part to having the Simcoe Board of Education there.

The other area may not be under this vote. It may have to be directed to the other vote,

it being almost 5:30.

Mr. Cooke: It's almost six o'clock.

Mr. Bounsall: It's the development of the competency tests for secondary school students seeking admission to the apprenticeship programs. Would that be under curricula and curriculum development or under development of competency tests?

Hon. Miss Stephenson: Curriculum.

Mr. Bounsall: All right, very briefly then, the secondary school teachers, particularly the Ontario Secondary School Teachers' Federation, are very keen to be involved in the development of those competency tests. They are still completely in the dark, as far as I can gather, as to who will serve on the com-

mittees to develop those competency tests and when those committees will be set up.

When will that committee to look into those competency tests be set up? Can we be assured that OSSTF, with the great experience on the part of some of their teachers in training and what will be the apprenticeship program area, and competent teachers from that area, will be involved?

Hon. Miss Stephenson: Mr. Podrebarac has been involved in meetings with the president of OSSTF about this very subject and I think he should speak.

Mr. Bounsall: Where are we with it?

Mr. Podrebarac: We indicated at the time of setting up the pilot project for the trades identified that was a concern. We recognized the concern over the development of the instrumentation. We assured them we'll watch the piloting phase carefully and there will be involvement. I think the people in the senior and continuing education branch are working to effect that.

As you know, there is a large number of schools involved. We're hoping to draw in the appropriate people in the new year to take it beyond where we are now.

Mr. Bounsall: From among the experienced people in the secondary schools and OSSTF?

Mr. Podrebarac: Indeed.

Mr. Bounsall: Very early in the new year?

Mr. Podrebarac: Hopefully.

Item 1 agreed to.

The committee adjourned at 6 p.m.

### **CONTENTS**

	Monday, November	26, 1979
Education program		S-1379
Curriculum		S-1379
Adjournment		S-1400

# SPEAKERS IN THIS ISSUE

Bounsall, E. J. (Windsor-Sandwich NDP) Cooke, D. (Windsor-Riverside NDP) Gaunt, M.; Chairman (Huron-Bruce L) Grande, A. (Oakwood NDP) McGuigan, J. (Kent-Elgin L)

Stephenson, Hon. B.; Minister of Education (York Mills PC)

Sweeney, J. (Kitchener-Wilmot L)

From the Ministry of Education:

Podrebarac, G. R., Assistant Deputy Minister, Education Programs









# Legislature of Ontario Debates

Official Report (Hansard)

**Social Development Committee** 

Estimates, Ministry of Education



Third Session, 31st Parliament Tuesday, November 27, 1979

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

#### CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario. Editor of Debates: Peter Brannan.



## LEGISLATURE OF ONTARIO

Tuesday, November 27, 1979

The committee met at 3:36 p.m. in committee room 1.

# ESTIMATES, MINISTRY OF EDUCATION (continued)

Mr. Chairman: Call the committee to order. When we adjourned last night we were on vote 3102, item 2, special education. Before we start perhaps the committee would agree to attempt to complete the second vote. I don't know whether we can make it today but at least we can try to achieve it if the committee agrees.

On vote 3102, education program; item 2, special education:

Mr. Sweeney: Thank you, Mr. Chairman, and through you to the minister.

Madam Minister, I want to come back to a couple of points I raised in my opening statement because there was not time for you to respond to them at that point. I believe you indicated you would attempt to do so at a later time.

The first one is the joint brief from the Ontario Teachers' Federation, the Ontario School trustees' council and the Ontario Association of Education Administration Officials. I understand they expressed three concerns. One was the "guarantee of funding." My understanding of their concern with respect to funding was not just to start the program but some indication from the ministry or the government as to a duration of funding. In other words, that they wouldn't get caught by having the programs in place and not being able to fund them two years or three years down the line.

I recognize, as some of your colleagues have pointed out on occasion, that you can't write blank cheques. On the other hand, I think it is reasonable for them to want to know from you what, to the best of your knowledge, are the long term intentions of the ministry and the government with respect to funding these. We're talking about mandatory programs, of course.

The second one was the provision of training for the many more teachers who would require training in special education above and beyond what they already have. The third was the kind of time line, in terms of

phasing in implementation and what have you, with respect to the new mandatory programs.

Could I get some reaction on that first? I think it's the most current issue of concern for a lot of people in the province.

Hon. Miss Stephenson: I would be pleased, Mr. Chairman, to respond, although there were a couple of other items included in their brief which were of significance.

Mr. Sweeney: The minister may respond to the brief however she sees fit, but those were the three issues of concern that were brought to my attention.

Hon. Miss Stephenson: The funding question is one which was raised not only in the brief but in 65 of the letters we received in response to the submission of proposed legislation.

It's probably significant to note that there has been an increase in funding for special education through the mechanism set up within the general legislative grants, the special weighting factors for special education over the last many years. They're probably indicative of the support of the government for any program of special education.

In 1974, for example, \$15 million was delivered through the GLGs to the elementary system for special education; \$700,000 in the secondary system. In 1976 those amounts had risen to \$51.7 million in the elementary system and \$6.5 million in the secondary system. In 1979 in the elementary system the total was \$73.1 million and in the secondary system, \$22 million. So there has been a significant increase in the amount of funding provided through the provincial government for special education.

The discussions are still going on with the tripartite group. As I told you, there is yet another consultative meeting being held and we are very sensitive to the concerns that have been expressed by all three of those groups in the area of funding, as we are in the other areas.

The concern about the provision of a sufficient number of appropriately trained people is a very significant concern and one which has been of some moment to us as well. The numbers of teachers who are enrolling in special education courses have been increasing

quite dramatically. The numbers of teachers in summer and winter courses in 1972-73 were about 2,010; in 1978-79, 4,875. There are courses now being provided in the summer. In the summer of 1978 and 1979, there were courses at Brock; Lakehead; Laurentian, which was in French; at Ottawa, in French and English; at Queen's; Toronto; Western; Windsor and York. There was a total of 2,145 candidate spaces for the summer courses.

In the winter of this year courses will be, and are being, provided at Brock, Lakehead, Nipissing, Ottawa, Queen's, Western, Windsor and York. I might say that those courses are not simply being provided at the universities themselves but within the communities adjacent to the universities. For example, the Brock courses are being provided both in St. Catharines and in Hamilton; Lakehead at Fort Frances, Dryden and Thunder Bay; Nipissing, through New Liskeard, North Bay, Sudbury and Timmins; Ottawa, again in French and English, at Ottawa, Pembroke and Cornwall; Queen's courses provided through Smiths Falls, Peterborough and Kingston; Toronto is in Metropolitan Toronto; Western courses at Owen Sound, St. Thomas, Delhi and Kitchener; Windsor at Windsor, Sarnia and Chatham; and York University at Toronto, Barrie and Fergus.

There are some school board winter programs which are being held this year as well, at Northumberland, Newcastle, Waterloo, Simcoe, Sault Ste. Marie and Kapuskasing, in both French and English, and in Renfrew.

It is increasingly obvious that the teachers themselves are perceiving the necessity for additional training in special education. The provision of more and more courses by the faculties of education and through school boards is directed towards meeting that need.

Mr. Sweeney: Madam Minister, could I stop you just for a second right there? I have heard, in the last three weeks, from representatives of the teaching group that the courses offered in some of the universities, "in their judgement," do not relate and/or do not meet the needs as they perceive the new special education thrusts.

Two questions: Do you have any feedback to match that? Second, what kind of relationship, with respect to your ministry, is there between the universities—I'm not talking about the school boards now—offering these courses and the thrust of the new legislation coming out? Can we tie that together?

Hon. Miss Stephenson: The remarks I have heard—and they have been remarks thus far undocumented with any validation—have been that there are varieties, levels of quality, and some are better than others. I have not heard that any are considered to be totally ineffective, insufficient or inappropriate in terms of the perceived thrust of the legislation at this time.

The relationship, which is really very close, with the faculties of education is through the teacher-education branch of the university affairs division. Dorothy Dunn is very actively involved and in constant liaison with the faculties of education, meeting the needs of the teacher-education program, informing them of the concerns we have and attempting to be of assistance in developing the appropriate courses.

Mr. Sweeney: Is it correct to assume then that the courses offered last summer and this winter would relate to the proposed legislation?

[3:45]

Hon. Miss Stephenson: I'm not sure they will relate directly to any proposed legislation at this point. Surely what we are attempting to do is to provide an increasing number of teachers with real qualifications in the area of special education. That is our primary purpose. That is the direction we are pursuing at this point. As I said, there will be modifications to the proposed legislation as a result of the degree of consultation we are pursuing with the tripartite group you mentioned.

Therefore it is very difficult to direct specifically to legislation, the kind of training program which the faculties of education are providing. What they are attempting to do is ensure that an increasingly large number of teachers will have qualifications and certification in special education.

Mr. Sweeney: In preparing those, are you making any distinction between teachers who will use that as part of a regular class situation as opposed to those who will use it as part of a special class situation?

Hon. Miss Stephenson: At least one university is moving towards the graduate degree concept in special education. Those individuals I presume will be becoming consultants in special education for the various boards. But I would anticipate that those who are taking the three-level course will be providing special education services at the appropriate time, aand in the appropriate mechanism, as determined by the board and the teachers for specific students.

Mr. Sweeney: We will come back to an aspect of that in teacher training.

Hon. Miss Stephenson: May I also add, I have a strong personal belief that there should be within the teacher education pro-

gram a significant component related to the development of very real sensitivity in terms of identification of children with problems in learning. There should also be some capability for dealing with the vast majority of those children who do not require extraordinary programs, but do require special assistance within the classroom. I would hope we would be seeing that development within the ordinary teacher-education program. As a result it is being built in right at the moment. I am not sure it is universal at this point, but I think that is the direction all faculties will be pursuing.

Mr. Sweeney: I would like to come back to that point when we talk about teacher education, because I certainly agree with that thrust.

Hon. Miss Stephenson: One of the very real concerns expressed equally by boards, teachers' federations and administrative officers was the potential for litigation. This arose relatively frequently in the responses we received on the proposed legislation. It is a matter which is obviously of concern to those providing the program within the communities, who are translating an American experience directly to Ontario activity. Whether that is entirely appropriate or not, I don't know, but that is something we have to be aware of, the concern which has been expressed by those groups.

Mr. Sweeney: I have two points on this. First, I would suggest the kinds of concerns they expressed related somewhat to that. They are saying if they are not properly prepared, don't have the staff, don't have the programs, don't have the funding, they could very well end up being charged with providing something they simply can't provide. Therefore they could be open to litigation. Parents are going to perceive that their child has been identified, and there is legislation saying something has to be done with this child and it is not being done.

Second, I would certainly hope that by itself would not put a stop sign up. Again, the most recent brief from the Association for Children with Learning Disabilities does make reference to the learning experience and indicates that the so-called litigation is quite small in relationship to a very large offering of special services. It is a factor.

Hon. Miss Stephenson: And a perception by the Ontario members of that association that they would not be as likely to pursue that kind of course as their American counterparts would be.

The other factor you mentioned, the phasing-in mechanism, is something we are

looking at in conjunction with the three groups in our consultative process.

Mr. Sweeney: Do you have any reasonable time line?

Hon. Miss Stephenson: Yes, I think it is reasonable, but it is not finalized as yet.

Mr. Sweeney: It will take into consideration those other factors we have been talking about, because I see them as very much interrelating.

Hon. Miss Stephenson: Yes.

Mr. Sweeney: Just to sum up that one point then, I gather from your opening remarks there is an ongoing consultation taking place with that tripartite group, and whoever else might be involved.

Hon. Miss Stephenson: Yes.

Mr. Sweeney: Let me come back again to the Trillium school. There are two issues I want to raise. The first, which I raised before, was the concern of some that what is being offered in the Trillium school is not yet—and let me emphasize those words "not yet"—equal to what is offered in some of the American schools and, at least in the short run, it should not be considered a replacement for it.

You didn't react to that before. Do you agree with that position? Do you have some kind of time line in terms of your liaison with the vocational rehabilitation service offered by your colleague in Community and Social Services? What do you see as the growing program at Trillium, and eventually in Ottawa?

The main concern is the lack of psychotherapy facilities in comparison to some of the American schools. It is understandable. It took them a long time to build up the programs they have and it is going to take us a little bit of time here.

I am not being critical of what is not there. I only want to be sure of passing on to you the concern which has been expressed to me that until it is there let's not deem it as being an immediate substitute for it. That is the issue.

Hon. Miss Stephenson: I am aware that Community and Social Services has developed a position which it wishes to discuss with us, and which we will be discussing with them in the not too distant future. I don't know what the date of that meeting is. It is December 10? Okay.

The concern you are expressing relates specifically to the supportive psychotherapeutic aspect of the schools which have been established in the United States. The thrust of the Trillium school at this point has been to ensure that we have the best possible teach-

ing staff in attempting to help the children overcome their learning problems, both in terms of intellectual pursuit and the development of some more stable emotional situations within the residential situation.

We have not pursued as vigorously the concept of psychotherapeutic activity, as I know Gow school has and others. Whether that will be so in the long run, I can't tell you at this point. One of the major purposes of the school at Milton, and the school in Ottawa, is not simply to assist those children with very severe problems but to provide a learning experience for teachers which will be unequalled anywhere, in terms of the development of real capacity in the treatment of children with learning disabilities.

It is a demonstration school. It is not a residential private school, and therefore it does differ from those about which you have some concern. I can't give you a final answer about what the relationship is going to be or what the mechanism is going to be, or indeed what we are going to pursue, because we have not had the discussions with Community and Social Services to finalize this proposal. However, you are aware Community and Social Services had a proposal earlier which was put on ice, so to speak, until we had an opportunity to see what we were capable of providing, and what was necessary for the children.

Mr. Sweeney: I don't think it is any state secret that Community and Social Services would very much like to get out of the responsibility for providing this service. As a matter of fact, if my memory serves me correctly, it was only because they were ordered by the court to provide it on one occasion that they are in it at all.

I would hope and I would urge, Madam Minister, that when you have that discussion with them you clearly point out to them that at this time and for however long you think it is going to continue—what you are offering there is not yet the total substitute. I hope you will also make it clear their responsibility for those groups of youngsters who need it has got to continue for a period of time. My concern would be that in a burst of ministerial pride, you might suggest, "Okay, fellows, we have taken over now. We have it all in place. You don't have to worry any more."

Hon. Miss Stephenson: I am not burdened with that, I have to tell you. As I suggested to you, we have some proposals from the tripartite group regarding phasing in and some of our own as well. I would see it as entirely reasonable to have a phase-out mechanism established, like Community and

Social Services, to match our phase-in program, which would provide us with the appropriate time and capability development.

Mr. Sweeney: As long as the two of them go hand in hand I wouldn't object to it. I make the points that I do because there are two young men in my community who were pretty much given up as lost souls, about five years ago, by the local board of education after they had done all they believed they could. One of these young men, as a result of his experience, is now in secondyear engineering at the University of Waterloo and doing quite well-75s and 80s. The other one has successfully graduated from grade 12 and is holding down a good job in one of the local industries. It is from that kind of experience that I know we can have youngsters whom we have sort of given up on and someone else can come along and really do a job for them.

I am not talking of vague possibilities; I have actually seen it happen. That is why I have to push until we have something in Ontario that is as good, in terms of what it can do, and be careful with what substitutions we make. If you are telling me we are going to go hand in glove, phasing in and phasing out, we will certainly watch it, and I do think that would be a proper route to take.

By the way, I also want to compliment you on the teacher training aspect of it. As the record will show, I have been quite critical of the lack of potential for teacher training in special education in this province.

Hon. Miss Stephenson: It is essential.

Mr. Sweeney: I am enough of a nationalist to resent the fact that we have to send people outside for training. I don't think it should be necessary. I think we do have the skills. We just have to put them into place.

Hon. Miss Stephenson: We should be training about 200 teachers a year with special skills in special education.

Mr. Chairman: May I ask a supplementary on that? I have a friend who has a dyslexic child. The child is going to school in New York state. Community and Social Services has refused to pay anything towards the education of that child in New York state because they say there is a comparable school here. The parent doesn't think that is the case and thinks there should be some financial support for that child. Do you have any views on that?

Hon. Miss Stephenson: Actually what you are asking me to do is to provide a diagnosis over the telephone for a patient I have never seen. That is really very difficult.

Mr. Chairman: No, I am not. I only want to know if this is a standard practice. Do you refuse to make any payment for children who have to go outside the province where there aren't facilities here? That is basically a Community and Social Services problem, but it does have an education component, particularly now with the switch that's going to take place.

Hon. Miss Stephenson: The decision, I gather, is made, within that area in Community and Social Services, on the basis of all of the information which is provided by those consultants to whom the child has been referred, by the references from the school board, as well as the appeal of the parents. On the basis of all of that information a decision is made whether indeed there is an appropriate mechanism for teaching that child within our own system.

That is all I can tell you at the present time. It really is our intention to ensure that the special education program which will be available within the province will be of such quality that no child will have to go elsewhere for the mechanisms or programs which are necessary to assist that child to the greatest possible extent.

Mr. Cooke: Another thing open to that family would be an appeal to the Social Assistance Review Board.

Mr. Chairman: They have done that and were rejected at the appeal level.

Mr. Bounsall: If it is just a case of dyslexia, the school board should be providing that extra hour a day or whatever would be required. It could well be a case of the local school board refusing to provide the additional help.

[4:00]

Hon. Miss Stephenson: I am not sure. If the Social Assistance Review Board has rejected the appeal, the chances are it's on the basis of the recognition of the child's need by the school board and the suggestion that the appropriate assistance is available through the board at this time.

Mr. Bounsall: It may be on the basis that it is not a sufficiently severe problem for them to pay that cost outside the provincethat it's a cost that should be reasonably assumed by any local board. That local board may not have any viable programs for that.

I was very happy that my dyslexic son was in the school system he was at the time, where they immediately added an hour a day. The next door school system wouldn't have added an hour a day and I would have had to search across the river from Windsor for some appropriate help. The fault may lie directly with the school board not providing, and not meeting its obligation in an albeit serious but not that deep a problem to me.

Hon. Miss Stephenson: I remind you that one of the major purposes of the Trillium school and the Leger school is to assist teachers to develop their capabilities to be able, through the boards, to provide the programs that child needs.

Mr. Sweeney: I understand one of the definitions for getting into that school or providing this kind of service is the use of the phrase "severe learning disability." There would appear to be some fairly strong difference of opinion between a number of school boards and the directors, administrators, what have you, of the Trillium school as to what constitutes "severe."

Hon. Miss Stephenson: It's not the directors of the school who decide whether the child is admitted.

Mr. Sweeney: Could someone please brief me on what definition we are using, how you arrive at it, and how do you resolve the difference of opinion between a local advisory board and whoever is running the school itself? There seems to be some confusion as to who is making the decisions and on what basis they are making the decisions.

Hon, Miss Stephenson: Could we ask Dr. Bergman?

Mr. Sweeney: Yes, fine. I would like it clarified.

Dr. Bergman: The referral of students with learning disabilities must originate from the board. A memorandum recently issued made it very clear the responsibility for providing for children with learning disabilities was the school board's. For referral to Trillium, the referral is made by the school board to a regional learning disabilities committee. At this level the board people are represented, the parents are represented, educators at the regional office level are represented, and there is representation from the Ministry of Community and Social Services.

At this point, having explored the possibility for providing a meaningful program, both at the local board level and at the regional level, if the youngster is deemed to require a residential component to his educational program, a further referral is made to a provincial committee for possible placement in the Trillium program.

Mr. Bounsall: That's because you have so few places. There are lots of people who qualify and go through all the yeses on that except at the final stage, the hooker being "residential." There is no other equivalent educational facility outside there though.

Dr. Bergman: Yes, I think we must bear in mind that a school board's mandate is not to be providing residential schools.

Mr. Bounsall: You have so few places. There is an awful lot of children who would qualify for education at Trillium but just can't get in. They get the yeses all the way up—the recommendations by the boards, from the regions, and so on—and are turned down simply because you don't have enough places. This is a complaint that's come to me very heavily in the last two or three months in particular. Sorry to interrupt.

Mr. Sweeney: But, Dr. Bergman, to be specific about that point, the figure I have heard about approvals all the way up was somewhere in the neighbourhood of 190. Yet the figure that's been given to me for the number actually at Trillium is about 25 or maybe 30.

Hon. Miss Stephenson: It is 34.

Mr. Sweeney: Is it 34 now?

Hon. Miss Stephenson: It will be 40 in January.

Mr. Sweeney: What's the relationship between those two figures? Are any of them accurate? Where are they coming from?

Hon. Miss Stephenson: Could we ask Mr. Hanson for the accurate figures at the moment?

Mr. Sweeney: Excuse me, before Mr. Hanson begins, could I ask one question so I will understand the context. What do you mean when you use the word "regional" in that context? What's a region as far as that definition is concerned?

Dr. Bergman: There are six regional offices in the Ministry of Education in the province.

Mr. Sweeney: All right.

Mr. Hanson: I don't have the actual figures of the referrals that were made at the regional level, but from the regional level to the provincial committee there have been 82 referrals.

Mr. Sweeney: From the region to the provincial?

Mr. Hanson: Yes.

Mr. Sweeney: What happens at the provincial level?

Mr. Hanson: The provincial committee reviews a file that's submitted, and the recommendation from the regional committee, and attempts to make a determination as to the validity of the case as far as the program at Trillium is concerned.

Mr. Sweeney: Is Trillium the only possibility? I understand there may be other facilities in the province that are not operated by the ministry that could provide a service. Or is Trillium the only option or the Leger—

Mr. Hanson: Trillium and Leger would be the options that we have.

Mr. Sweeney: So within the terms of reference of the provincial committee, we are talking only of the two schools run directly by the ministry?

Mr. Hanson: That's correct.

Mr. Sweeney: Is any consideration being given at all to using some of those other private services that I understand are available or is that outside your jurisdiction?

Mr. Hanson: It's outside our jurisdiction. However, a committee composed of representatives from the Ministry of Health, the Ministry of Community and Social Services, and the Ministry of Education will look at a case that perhaps is felt not suitable for Trillium. It will try to make some recommendation back to the regional office and to the school board, suggesting the possibility of other kinds of resources that might be available to suit the youngster.

Mr. Sweeney: Okay, under those circumstances, is it possible for a board to buy a service from other than a provincially funded educational institution? What are the present limitations with respect to purchasing a service?

Dr. Bergman: Currently a school board is able to purchase a service from another school board.

Mr. Sweeney: I understand that.

Dr. Bergman: It is not permitted at the moment for a school board to expend public moneys on the purchase of education from private schools.

Mr. Sweeney: So, reporting it back to the region, or back to the board, really doesn't give it very many options, does it?

With respect to the 82, is it reasonable to assume that all or most of those 82 would be acceptable to Trillium if there were that many spaces available?

Mr. Hanson: No, they would not.

Mr. Sweeney: Could you give me a rough estimate?

Mr. Bounsall: The regional offices are not doing their job.

Mr. Hanson: The more recent submissions we have had from the regional offices have been pretty well accepted by the provincial committee. In the initial stages, we had some

difficulty in rationalizing the kinds of youngsters that seemed to fit best at Trillium. Very often they are rejected on the basis of the severity of the learning disability, as determined by the contents of the file that's submitted, and on the need for other kinds of service that Trillium simply is not equipped or designed to provide.

Mr. Sweeney: It would strike me that the very number Trillium and Leger can accept would almost have to be a determining factor. We have only got so many places, so once we get beyond that number, for some reason we have got to turn them back because we just don't have any place to put them. Excuse me, I am not trying to put words in your mouth, but that's a flow of thought I find difficult not to follow.

Mr. Bounsall: Irresistible.

Mr. Sweeney: Okay. I won't ask you to comment on it; I think it is fairly obvious.

Hon. Miss Stephenson: Not all of the children, of course, are admited to Trillium for a defined period of one year or two years, or something of that sort. Some of them are going to be there for relatively short periods of time. The teacher education component at Trillium is such that our aim is to return those children to regular classrooms as rapidly as possible.

Mr. Sweeney: Okay. Madam Minister, one of the criteria that was always used by the vocational rehabilitation appeals board was whether or not a local board could provide a service. It wasn't the only one, but it was a very important criterion. As a matter of fact, if you could get a letter from the local board saying, "We recognize the problem, but we can't provide the service," you were two thirds the way around the bases.

I understand that 40 secondary school panels across this province do not offer any service for children with learning disabilities. What options do we have? Obviously Trillium isn't the answer. Are there other options in that case? What else do we do?

Hon. Miss Stephenson: I am not sure of that number. Is it 40?

Mr. Sweeney: I was told 40 out of 76.

Hon. Miss Stephenson: I have never seen a figure like that.

Mr. Sweeney: Let's assume for the sake of discussion that there are some.

Hon. Miss Stephenson: There are some, yes.

Mr. Sweeney: The number really isn't that significant. It is the issue that is significant. What options are available?

Hon. Miss Stephenson: Part of our attack on this problem is to attempt to ensure that teachers will be learning the appropriate program management for children with learning disabilities within the secondary system as well. In some instances I would suppose at the moment there may be very few options. However I am aware there are some within the province at present and they are not necessarily all within the public educational sector.

Mr. Sweeney: In terms of the overall policy thrust of the ministry, given that the secondary schools seem to be less able or less willing—maybe it is a combination of both—to provide services for children with learning disabilities, and given the concrete examples I mentioned in my own community a few minutes back, where does the ministry see itself going at the secondary school level? Hopefully we will have partially solved, at least, most of these problems at the elementary school level, but the present record is not that.

Hon. Miss Stephenson: The numbers identified in the secondary schools, as of September 1978, in programs dealing specifically with learning disabilities, would demonstrate that in self-contained classes within the English system there are 406 students in the secondary system, and 66 in the French portion. Within resource or withdrawal programs, there are 2,784 in the English system, and 85 within the French system. The number of schools in the province is 630, and 469 of these have reported this kind of program.

That really doesn't give me the kind of hard data you are suggesting you have in terms of secondary school panels not providing—

Mr. Sweeney: I have boards so it is hard to translate. But you are talking roughly about one third there—

Hon. Miss Stephenson: Yes.

Mr. Sweeney: It is obviously an issue. It's out there.

Hon. Miss Stephenson: I would have to express to you some concern that the participation rate of secondary school teachers up until this year in the programs of special education which were made available for them has not been as high as I would have thought desirable. That is an area which I think needs a great deal more exploration, enthusiasm and participation on the part of secondary school teachers.

Mr. Sweeney: As a matter of fact, Madam Minister, I think if you did a check-and

maybe some of your people already have you would find that the bulk of special education teachers at the secondary school level are elementary teachers who have moved up.

Hon. Miss Stephenson: Yes.

[4:15]

Mr. Sweeney: I think you would even be more surprised if you tried to find out how many actual secondary-school-trained teachers have prepared themselves in this way. It just isn't in the cards at the moment.

Hon. Miss Stephenson: I have looked at that, and I find it somewhat disconcerting.

Mr. Cooke: Could I ask a supplementary on Trillium? When a student is going through the bureaucracy of getting into Trillium, how many times is he tested? Does the regional office test him, or does the local board, or doctor or psychologist at the local level? How many times does this kid have to go through an assessment?

Mr. Hanson: The committee requires a psychological—

Mr. Cooke: Which committee?

Mr. Hanson: Both committees actually, at the regional and provincial levels. The provincial committee perhaps is sometimes a little more concerned about that than the regional. But there would be a psychological report, comment from the medical examiner as to the youngsters physical well-being.

Mr. Cooke: That would be done by whom?

Mr. Hanson: Usually by the family doctor.

Mr. Cooke: At the local level?

Mr. Hanson: Yes.

Mr. Cooke: That goes to the board of education in the first level?

Mr. Hanson: That's right.

Mr. Cooke: The board of education then may make a decision that there is not enough evidence or that they want more psychologicals done?

Mr. Hanson: They could make that decision, yes.

Mr. Cooke: Then it goes to the regional level?

Mr. Hanson: Yes.

Mr. Cooke: Does the regional level ever ask for further testing to be done?

Mr. Hanson: Only if it hasn't been done in the first instance.

Mr. Cooke: Then it comes to the school, or the admission committee?

Mr. Hanson: That's right.

Mr. Cooke: And do they ever do further testing?

Mr. Hanson: Only if it has not been done completely in the original application.

Mr. Cooke: There wouldn't be a time when a child could be tested as many as four times when he is going through this bureaucracy?

Mr. Hanson: No, not necessarily. In fact, I don't think that has happened at all.

Mr. Cooke: Why are there so many steps in this? Why does it have to go to the regional office? Why can't it come from the local board to the admission committee?

Hon. Miss Stephenson: One reason is there might be within that area for which the regional office has responsibility a board which could provide the kind of service that child needs. This could be unbeknownst to the board which is not providing the necessary program. It is felt best for most students that they receive whatever service or program they require as close to home as possible. It is that co-ordinating function on the part of the regional office which comes into play at the level of the first assessment.

Mr. Cooke: What is the time period from the first time a child is identified to the time the application is dealt with by the admission committee?

Hon. Miss Stephenson: You mean the provincial committee?

Mr. Cooke: That's right.

Mr. Hanson: The time line varies greatly, depending upon the reaction of the local board to the case. Once it has come to the regional level, gone through the regional committee, then there is a period of about five days until that is forwarded to the provincial level, and there may be a waiting period, depending on the number of cases. We call the provincial committee together from different ministries. We don't necessarily like to call them together for one case because these people come, in some cases, from a fair distance. But that provincial committee would meet within two or three weeks probably, assembling three or four or a half dozen submissions.

Mr. Cooke: How long does it usually take a local board to deal with it? Do you know?

Mr. Hanson: I wouldn't have any specific idea.

Mr. Cooke: It just sounds from the way you have been talking, and the questions of both Mr. Sweeney and Mr. Bounsall, that the bureaucracy is incredible, and that it would take a very long period of time. I

understand it does take quite a lengthy period of time.

In most communities, there wouldn't be a lot of psychologists from whom you could get the assessments. I would assume they use the regional children's centres to some degree for this testing, unless they go to a private psychologist?

Hon. Miss Stephenson: A variety.

Mr. Cooke: But if they have to go to a regional children's centre, I understand from the ComSoc estimates they could be on the waiting list for psychologists at many of them for a matter of months. If they go to a private psychologist, we are talking of \$100 to \$150 charge. Of course, many of the school boards don't have psychologists, or have very few of them. How much time does it take at the local level? Any kind of an answer-I am sure you are interested in it. I would assume you have some idea of how long it would take at the local level, because if there is a problem you have to adjust your program to meet the needs of the kids.

Mr. Bounsall: Part of the problem is needing three times the number of placements.

Hon. Miss Stephenson: I am not sure of that at this point at all.

Mr. Cooke: What happens at the local level?

Mr. Podrebarac: May I, Mr. Chairman, comment in terms of the perception you have about how cumbersome it appears to be? Developing the concept and implementing it in itself was quite a task. As we have operationalized the procedures and tried to put it in place-today 34 children, hopefully 40 as of January 2 or 3-the processes worked remarkably well. In our dialogue it may appear to be very cumbersome in terms of the levels of interface, but it is very realistic in that we have built on the local presence. We have built on cases that are already fairly well known-difficult cases. Some of these have had long-standing histories with vocational rehabilitation, and the files are there.

So it is a case of marshalling troops at the regional level, moving it then into the central office for further review, and into the school

for practice.

I think we have done remarkably well to have in place now, roughly, 38 childrenearly in the new year we hope to have 40 -in a program I would like to say is unequalled. Some of the operations we have seen south of the border are not as good as ours. We think we have done very well in the movement of the children. It is not as cumbersome as it appears to be.

Mr. Cooke: I do still have my concern at the local level, and I haven't really been able to get an answer on that. Are the parents responsible for getting the psychologist's assessment? Who assists the person who can't afford \$150 for a private psychologist to get the assessment done?

Hon. Miss Stephenson: The board and the parents together, in most instances that I have been directly involved with, have moved the child through the program of assessment, using whatever facilities are available. There are times when the psychological services provided through the system to the child have not been perceived to be entirely adequate by the parent, and they have requested additional assessment outside of the system. That, too, is put into the record, as you very well know.

Mr. Cooke: Would you know, for example, that at the regional children's centre which serves Essex, Lambton, Kent, there is a 12to 13-month period to wait to see a psychologist? The Windsor board of education-I am not sure about the separate school boarddoesn't provide those types of services to its students. What would a family do in that area? I assume that is a problem in other school boards, too.

Hon. Miss Stephenson: I am sure it is, in some of the remote boards particularly, and that is a matter of real concern to us.

Mr. Cooke: That is where the process could really be bogged down.

Hon. Miss Stephenson: We are looking at the ways in which we can facilitate that where there seems to be an insufficient capacity to handle the assessment procedure. But, I remind you, the children who are involved in this march through the system in order to be assessed for admission and remain within the school system where they are presently situated until such time as the decision is made whether they should be admitted to Trillium or not. So they are not being left by the wayside.

Mr. Bounsall: You said the regional offices have recommended 82 children to the provincial committee. How many children were recommended by the boards to the regional offices?

Mr. Hanson: We don't have that figure. We could find out.

Mr. Bounsall: One of your answers was that at the regional office or at the provincial committee level they may refer it back to the board because they find that the board has a facility which will meet the needs. But the board has in hand virtually all the psychological tests that are going to be done, by the time they send the case to the regional office, and the board doesn't know about the facility in its community, or they would have tried that. How many actual examples do you find, at the regional level or the provincial level, where they discover, to the board's surprise, that they can be treated back at the board?

Hon. Miss Stephenson: I don't have the figures on that,

Mr. Bounsall: I would be surprised if that number was very high.

Hon. Miss Stephenson: No, not at the provincial level. The co-ordinating service which is provided through the system of going to the region first before it goes to provincial level—

Mr. Bounsall: Now that you "rationalize the youngsters that seem to fit best at Trillium," just who fits best at Trillium? Now that you've rationalized the youngster's needs, with comment on that, but you've actually done work, the provincial committee can go back to the regional committee and say, "you haven't done your rationalization enough on this one," or words to that effect. Just who, according to this rationalization that's gone on now, best fit Trillium? Give us the description.

Mr. Hanson: We are looking primarily for youngsters who show a reasonably significant discrepancy between the assessed intellectual potential and their actual achievement, as assessed by the local school board. In other words, the youngster may, on normal measure of intelligence, at 11 years of age, be expected to be in grade five/six, but may, indeed, be achieving at the grade one/two level. That is one of the primary considerations.

I guess the usual terminology is perceptual disorders, although it's not a totally accurate way of looking at it. The apparent need in the social history for a residential component in that child's education generally goes with the kinds of criteria we're looking at. We are running into cases where the home situation has sufficiently negative impact on the child it is felt by the committees that, given the youngster's achievement discrepancy between what might be expected and the kind of situation he is living in at home, perhaps Trillium would be a suitable placement.

Mr. Bounsall: But that's on the social history side. Maybe they might not rate as highly on the other two. Would the social history override maybe not as great a need in the other two areas?

Mr. Hanson Not necessarily. Again, Trillium is designed to be an educational demonstration project, so it's really the educational aspect that carries more weight. In other words, we wouldn't consider a youngster for Trillium if there was only a minor discrepancy of a year or so in the youngster's achievement and intellectual discrepancy. It goes with a very bad home situation because—

Mr. Bounsall: Okay, what about a very good home situation? No social history that's a problem, but you have a discrepancy of, say, four years from grade two to six, or grade one to maybe four in the intellectual achievement. What happens there?

Mr. Hanson: If it's patently clear there isn't a suitable program available at the local level—

Mr. Bounsall: And there aren't many of them-

Mr. Hanson: Then that youngster would probably be a suitable candidate.

Hon. Miss Stephenson: Not necessarily for a very long term.

Mr. Bounsall: Whatever time it takes. How many have left already from the program?

Mr. Hanson: None have left, from September until this date.

Mr. Grande: How many did you have in September?

Mr. Hanson: We began this program with 25 entrants.

Mr. Bounsall: You've gone to 34 now?

Hon. Miss Stephenson: That's right.

Mr. Bounsall: You have a total capacity for 40 only. That's residential, so your capacity is 40.

Hon. Miss Stephenson: Yes, there will be 40 in January. It is my understanding that at the present time there are several who are there now, being considered for a transfer back into the system at the end of this year. [4:30]

Mr. Cooke: At the end of the school year?

Hon. Miss Stephenson: No, no. At the end of the calendar year.

Mr. Bounsall: On those couple of cases, what was the intellectual discrepancy? Because they made it up in a fairly short time. I assume those came in in September. What was the intellectual discrepancy that you've now made up, in what would be a three or four month period?

Hon. Miss Stephenson: I can't give you those details at the moment.

Mr. Bounsall: I have some more questions on-

Hon. Miss Stephenson: One of the matters Mr. Sweeney raised is of equal concern in the secondary system. I should have mentioned that we have just recently begun a research study. That interface is one that is a very real concern, the interface between the elementary system and secondary system involving children who have had experience in the area of special education because of their learning disabilities. The study is looking at the transition of those special education students from the elementary system to the secondary system, and the general adequacy of the secondary program.

Mr. Sweeney: As Mr. Bounsall says, we could spend a lot more time on Trillium and the children with severe learning disabilities. I'd like to move on, Madam Minister, to a broader grouping. I have two sets of—

Mr. Grande: Let me just ask one tiny question on Trillium before you go on to something else.

Mr. Sweeney: Is it two and a half hours?

Mr. Grande: No, no. That was the day before.

Mr. Sweeney: No, that was yesterday. Yesterday, and the day before.

Mr. Grande: The question is, do the local level and the regional level know what the provincial level expects in terms of criteria for entrance to Trillium? If they do know, do they know it in the form of criteria which go from the provincial level to the regional level and to the local level? Is there something written down somewhere so that a psychologist at the local level will take a look at it and say, "A thorough assessment has to be done"?

I'm concerned about what you were talking about earlier—a complete assessment not being done at the local level, the regional level not having done a complete assessment and then the provincial level asking for further material. The reason I ask this question is because I've been approached by two psychologists in Peel County who have said repeatedly, "We don't know what they want. We don't know what kind of assessment they want us to be making."

Hon. Miss Stephenson: That really worries me, that any professional individual would make that kind of statement related to one of their professional roles. I find that very disturbing.

Mr. Grande: What kind of assessment do you require? Clearly, a psychologist on an assessment for a special education program at the local level requires a different type of assessment than for Trillium or for the provincial committee. Do the local level and the regional level know you have communicated to these two levels what kinds of things you require before you can review that application?

Hon. Miss Stephenson: Surely a child with an identified or suspected learning disability who is referred to a psychologist for assessment should anticipate enjoying the results of a complete assessment at no matter what level that child is going to be educated, treated, trained.

Mr. R. F. Johnston: You know that doesn't happen.

Mr. Podrebarac: In order to communicate the criteria, the expectations, at all levels, originally there was a memo circulated-December 21, 1978, memo 14. It talked about the education of learning-disabled children. The procedures are all here. It's a rather extensive document which talks about the responsibilities at a variety of levels. Since that time, you should also know within each of our regional offices we have identified key personnel who have the responsibility to work with the local jurisdiction, particularly the superintendents of special education, in sharing what this means, the numbers, what the criteria area. So there is a dialogue going on to clearly articulate the expectations and, therefore-

Mr. Bounsall: What do you do if you don't have a superintendent of special education?

Mr. Podrebarac: There is appropriate representation from all boards. For example, if there isn't a superintendent of special education, there may be an area superintendent who has responsibilities for programming, so I use that term generally speaking. In some areas they exist as an entity, in other areas there may be an area superintendent who has the responsibility. When we call these meetings, these people come together to review the policies, the direction and the communications. So this is available and I want to assure you that a dialogue and a sharing is going on.

It is another question what happens from the time we demonstrate and articulate what is expected in those meetings, and whether or not it ever gets to the psychologist or to other people in the system. We are hoping that is going on. We can make this available.

Mr. Bounsall: Could you, please?

Mr. Sweeney: I have two sets of figures here, Madam Minister—one from the 1978 report to you from the Ontario Association for Children with Learning Disabilities and one from the 1979 report. Let me quote them both, and then ask either of your officials to react to them. The first one is from the 1978 brief: "It is estimated there are 160,000 children in the province with a learning disability but only 12 per cent are receiving special training."

In the 1979 report, in a survey of 20 school boards they have their figures, your figures, total enrollment, and the percentage served. The title of it is, Table of relative percentages of Ontario learning disabled children receiving services, and the average is 1.86 per cent. The range of percentages is from less than one up to a high of nine, but an average of just under two. If these are accurate, they are pretty frightening statistics.

In the one case, we say only 12 per cent are being served and in the other case less than two per cent being served. I understand the ministry itself has figures indicating the numbers of identified needs that are not being met in various regions of the province. Maybe we could deal with them at the same time

Hon. Miss Stephenson: We have some waiting-list numbers for 1979.

Mr. Sweeney: I'm looking, Madam Minister, for two things: first, your reaction to the figures that I have quoted—are they or are they not correct, and how were they arrived at, if they are not correct? Second, I'd like the figures you have for your ministry. I've heard some of your ministry officials, on occasion, speak about figures in terms of what we are doing and what we are not yet able to do, and it shows a large unmet need. I think we should spend a few minutes talking about that and what you are going to do to remedy that need.

Dr. Bergman: In the province of Ontario at the moment there are approximately 161,131 exceptional pupils in programs for special education in the elementary schools. There are 60,750 in special education programs in the secondary schools. There are 7,155 in schools for the trainable retarded. 2,314 in provincial schools, 2,250 in section 28 residential centres, and an additional 2,647 in crippled children's treatment centres. This gives a total in the special education population as of September 30, 1978, of 236,247. When calculated against overall pupil population in the province of 1.915.-371, we get a service rate of approximately 12.3 per cent of the pupil population in special education programs and services,

Mr. Sweeney: There is another set of figures which shows identified need that has not yet been met. Can I have them as well?

Dr. Bergman: I have figures based on a survey done in May, 1979, of school boards' delivery of special education in the province. This was procured through personnel in the regional offices of the ministry and I have the data board-by-board. Of course this data fluctuates when you start to talk about waiting lists. In September there are virtually no students on waiting lists for special education programs and services, but as students become identified as requiring some kind of service, be it speech correction or remedial reading and so on, the numbers begin to grow.

As of May 1979, there were: 1,496 students requiring placement in self-contained classes; 1,900 students assessed as being in need of remedial reading programs; approximately 3,094 in the area of speech correction: 423 students, according to board responses, in the area of behavioural and emotionally disturbed programming; 60 with hearing; 21 trainable-retarded impaired students required placement; 1,181 with learning disabilities; approximately 1,822 requiring a minimal resource withdrawal program-that is your integrated setting where pupils are in their regular classes and require short-term withdrawal for mainly. This gives a total, again as of May 1979, of about 10,356 students on waiting lists for some form of special education program or service.

We have to be reminded, however, that when we begin to look at data such as that we are looking at the needs of students who might have as minimal a need as a half hour a week withdrawal for speech correction. The needs then could range through to where a youngster requires a full-time placement in a special education class.

Mr. Sweeney: Two questions on your last comment, Dr. Bergman. Would a half hour a week withdrawal on speech needs not be pretty well normal in this province, given the fact that the average load of a speech correction teacher is 150 students? In other words, a half hour a week would be the total program for most kids in speech correction.

Dr. Bergman: That's correct.

Mr. Sweeney: Are there any highlighted areas within those figures? In other words are there certain sections of the province that seem to have greater needs than others or is this an average across the whole province?

You said something by boards there, so you probably have it by regions as well.

Hon. Miss Stephenson: We have it by regions. Central Ontario region is 6,600, western Ontario 1,600, eastern Ontario, 753, northwestern Ontario 261, mid-northern 64, and northeastern 998.

[4:45]

Mr. Sweeney: Other than the latter, those figures are about what you would expect because they correspond to the population. But the latter one was what, northeastern?

Hon. Miss Stephenson: Northeastern Ontario region, 998.

Mr. Sweeney: Help me a minute, what is the rough geography of northeastern?

Hon. Miss Stephenson: Kapuskasing, Timmins, Sudbury, Kirkland Lake, Hearst, Cochrane, North Bay, New Liskeard.

Mr. Sweeney: That would be about the only one, just at a quick think-through, that would seem to be out of line in terms of the population.

Hon. Miss Stephenson: Does that have something to do with the degree of availability of special education instructors in that area? We've been actively involved in trying to relieve that problem.

Mr. Sweeney: I have a follow-up question that I raised earlier, Madam Minister. I know we are always going to have some unmet needs, or at least it would appear there would be. How do you go about resolving those kinds of figures? Let me compliment you on what you are doing. The question is, now that we have recognized that there are unmet needs, what is the policy thrust of your ministry to begin, at least, to meet them?

Hon. Miss Stephenson: I think the special education legislation we are in the process of producing now is going to go a very long way towards meeting those needs, in that it will define responsibilities rather more clearly than they have been defined in the past. It will assist in the discharge of those responsibilities as well.

Mr. Sweeney: Let me try and follow that through, then. Does that mean a high percentage of these unmet needs are the choice of some boards not to meet the needs that have been identified, as opposed to the inability? In other words, that mandatory legislation is going to make the difference?

Hon. Miss Stephenson: I don't know that I could honestly say that it has been the choice of a board—

Mr. Sweeney: Decision then; whatever word you want to use.

Hon. Miss Stephenson: Right. A decision may have been made in certain directions,

and I think we would be able to help boards to more clearly define their responsibilities, and the ways in which they can meet those responsibilities.

Mr. Sweeney: Let me take that one step further. The mandatory legislation, then, is also going to require the ministry, in many different ways, other than the ones we discussed earlier, to work much more closely with boards to see they can carry out the mandate. That is a reasonable assumption?

Hon. Miss Stephenson: Yes.

Mr. Sweeney: I want to get down to one more issue with respect to mandatory legislation, and that is the early identification program.

First of all, Madam Minister, could you help me to follow through the time line, whereby the mandatory legislation with respect to early identification is not yet in place, and yet, through memoranda, the operational aspect of it has already begun. I have a little difficulty with that. Would you help me?

Hon. Miss Stephenson: The early identification program, specifically, was introduced by memorandum last December. Boards were notified that they were expected to have in place by September of 1980 an appropriate early-identification program, in order to assist them to identify the needs of their children and to assist them and the ministry and the teaching profession and all of those responsible, in the appropriate development of programs in order to meet those needs. That was separated intentionally from any legislative program related to special education, because it was deemed to be necessary to attempt to identify what was required out there before there was a major thrust in the area of providing the program. Is that not reasonable?

Mr. Sweeney: Okay. That is why I was trying to get the framework within which you did one thing, and then you are going to do something else.

Mr. Grande: Was it 1980 or 1981, Madam Minister?

Hon. Miss Stephenson: It must be operational by September 1981, but they were notified they should begin in September 1979, to move towards developing an operational activity by September 1981. Some of them have them in place already.

Mr. Grande: By 1981 all the boards will have an early identification program?

Hon. Miss Stephenson: Yes.

Mr. Bounsall: Could I ask one supplementary on those remarks?

Dr. Bergman, you mentioned that in September the figure on the waiting list was zero. Do you mean for new cases on the waiting list? Those already on the waiting list don't just disappear between June and September. Maybe I am assuming too much. Would you clarify your statement, made in response to a question from Mr. Sweeney?

Dr. Bergman: In the boards we have contacted specifically about their waiting list they inform us that at the end of a school year, for those youngsters on waiting lists at that time, plans are made through the hiring of teachers and the institutions of programs to place those youngsters in programs for September 1. So at the beginning of September there are very few, if any, youngsters on a waiting list.

Mr. R. F. Johnston: There are a number of miscellaneous things I would like to pick up on by supplementaries. Then I will move on to some of the inner-city problems in Toronto, specifically.

Madam Minister, you indicated 200 teachers a year should be undergoing specialized

training.

Hon. Miss Stephenson: One would anticipate that 200 would have completed their training every year in special education.

Mr. R. F. Johnston: Is this a reflection of need, or of numbers who apply for entrance to those courses?

Hon. Miss Stephenson: I think it is a reasonable assessment of need at this point, which will obviously be refined as our experience in the area increases.

Mr. R. F. Johnston: These are teachers at the elementary school levels?

Hon. Miss Stephenson: Not all of them.

Mr. R. F. Johnston: Do you know what numbers would be secondary school teachers?

Hon. Miss Stephenson: I don't have that figure at this point.

Mr. Podrebarac: We have only had, I think, four teacher-training sessions. We could monitor that as we go along, and share that information with you. However, they are coming from all levels.

Mr. R. F. Johnston: I am really struck by the discrepancy between the number at the elementary school level involved in special education, and then the huge drop at the secondary school level.

Hon. Miss Stephenson: That's why the research study is being carried out this year.

Mr. R. F. Johnston: Another area I am concerned about is one I ran into up north, and that is the matter of northern Ontario's prob-

lems in terms of social services in general. When we were at the developmental training centre at Timmins we talked to them about all the assessment work they were doing. According to them, they were doing most of the assessments for the boards of education in their area. Is that the case?

Hon. Miss Stephenson: In some areas that is so, yes. The three northern directors of the regional offices have a special project going on right at the moment specifically, to identify the requirements for assessment in the northern boards. They will also make recomendations to us about ways we could enhance and improve that assessment capability, probably in conjunction with other ministries Community and Social Services specifically.

Mr. R. F. Johnston: It struck me that this figure of 998 or 1,000 kids up there who were on a waiting list as of May reflects the lack of services in terms of special education. The people from the developmental centre were telling us their major problem was in identifying people. They were really limited in whom they found, especially in the more remote areas of their districts. For instance, they go to Moosonee two or three times a year, usually just twice a year, do an assessment and then leave, hopefully having set up a program with a teacher in the school there, but with no capability of monitoring it and no idea of whether the program is being followed.

Hon. Miss Stephenson: It is that kind of problem the regional directors are looking at, as a matter of fact, in addition to identification.

Mr. R. F. Johnston: They told me they were not able to deal much with things like dyslexia. When they ran into it they pretty well had to ignore it. They only deal with people who are retarded or developmentally-handicapped in other ways, but not to deal with specific learning disabilities. That says to me the figure of 998 is very low in terms of identification of need of people in northern Ontario, and that really concerns me.

Is it higher in the francophone population than it is in the anglophone population, the identification of people who should be but

are not receiving services?

Hon. Miss Stephenson: One of our difficulties is the provision of the appropriate numbers of specially-trained francophone teachers. That is a matter we have been attempting to resolve for the last several years. We are making some very good progress, but it is slow.

Mr. R. F. Johnston: How many are there in that section? Do you have that figure?

Mr. Podrebarac: No. I haven't got it here. Mr. R. F. Johnston: When you say you are making real progress, do you have any range of figures in terms of how many there

were three, four or five years ago?

Hon. Miss Stephenson: I am sure we can probably get those figures for you. We don't have them here right now.

Mr. R. F. Johnston: In the medical field, there have been all sorts of incentives offered to get professionals in the north. I don't think the problem is exactly the same for teachers.

Hon. Miss Stephenson: It is somewhat the same problem.

Mr. R. F. Johnston: But they haven't worked. In places like Timmins they still don't have francophone doctors. They had a few who happened to be bilingual who were anglophones primarily, but they were missing a lot of services because they didn't have francophones.

I would appreciate receiving that information, especially dealing with the northeastern area, which seems to be the one with the

largest single problem.

There is another line, a sort of a throwaway section—I realize you had to cut down somewhere in your presentation—where there was just one paragraph on the northern section on special education. Then there was this line: "Encouragement is being given to making school facilities more accessible for physically-handicapped pupils" and the special assistance starting in 1975. Then you refer to picking up 90 per cent of the funding for these things.

I raised a question in the House in connection with transportation the other day, and it strikes me there is a parallel to it with education, in respect of the new legislation which is being brought in dealing with rights for the handicapped. A physicallyhandicapped child should have the right to expect his school to be accessible to him. In view of this legislation, which I have no doubt will pass in the House, I wonder whether or not you intend to beef up this section. Essentially, it waits for the school board to make the decision to renovate before the money is available to them. There is no imperative to make a school accessible to a physically-handicapped child.

Hon. Miss Stephenson: The grant system to do this started in 1975, as a matter of fact. It is a generous grant, and a great many boards have taken advantage of it. I am not convinced the school boards are so insensitive they would not take advantage of

the program, knowing they had some physically handicapped children in their area.

Mr. R. F. Johnston: How many schools are able to handle handicapped kids?

Hon. Miss Stephenson: There are a fair number at the moment. The advisory council on the physically handicapped have been talking with some regularity with our technical services area. I think they have been making very good progress. I can't give you numbers right at the moment, but in some schools, particularly secondary schools, they have installed elevators to provide for movement from one floor to another. Some ramps have most certainly been built, and toilet facilities have been altered in a number of schools to accommodate those in wheel-chairs. I can get the numbers for you.

Mr. R. F. Johnston: It is not simply a question of numbers. We are talking about providing universal or equal accessibility to services for the handicapped. If we are at 30 or 40 per cent of high schools which have two storeys being able to accommodate, either through physical changes or through curriculum and space changes, so that students can take all their courses together in an integrated fashion, on the ground floor, I think it is incumbent upon the government, if it is going to bring in the bill of rights, to try to reinforce this grant. It's a generous grant; I've no doubt of that. But if only 30 per cent of our schools are taking advantage of it at this point, I'd say it's incumbent now that we have to get more.

[5:00]

Hon. Miss Stephenson: We'll get the numbers for you.

Mr. Cooke: Could you give a board-by-board performance?

Hon. Miss Stephenson: I think that's possible, in terms of grants provided, yes. Precisely what they've done with the grants I don't think we'll be able to tell you.

Mr. Cooke: That would be a start. Just telling us that 30 or 40 per cent of the schools across the province are accessible doesn't say how different boards are performing. I certainly don't think the board in our area has performed very well.

Hon. Miss Stephenson: I'm not sure, for example, that one would anticipate that the Windsor board would modify all of the schools within its area. That might not be the appropriate way in the board's eyes to deal with the problem. They might modify one school, specifically a secondary school, in order to accommodate those—

Mr. R. F. Johnston: That's the other reason why board-by-board would be better than what I was asking for, I think.

Mr. Bounsall: Of course that's a particular problem with Windsor. The land is so flat, the only variation we get down there is in our buildings.

Mr. R. F. Johnston: That's only one of the problems in Windsor, as you well know.

Mr. Cooke: Don't say that to this minister.

Hon. Miss Stephenson: We're not going to talk about Windsor any more, all right? Fine. It's just that people keep raising it as an example and I wonder why.

Mr. Cooke: Let's have some more comments. I like those front-page articles.

Mr. Bounsall: Especially when he agrees with you.

Mr. Cooke: I didn't agree on that comment.

Mr. R. F. Johnston: I want to raise the matter I raised in the House with you in a question on the study that was done by the staff of the Toronto Board of Education by the inner-city school committee. It concerned the identification of severe problems in the lower income areas of Toronto in terms of education potential for the kids coming from homes often with \$6,000 a year incomes average, I gather.

We went to Park School, as members of the justice committee we were invited to go down. I went along because I had asked the question and I wanted to see the facilities myself. We talked to the staff there. They talked about this as not being a 10-year problem—that identification I got from the committee which said in the last 10 years there hasn't been any action. They said it's a 30-year problem. They said it's consistent. They've had little change in the ability of children from those poor families in areas like Regent Park to be able to move into the enriched school system.

There's a wonderful comparison between Forest Hill and a couple of other wealthy schools where over 90 per cent of their kids go into enriched programs in the secondary level—not just regular programs, but enriched programs—whereas only 40 per cent of the kids from Park School and one of the others in the poorer district, even make it outside of the one, two and three streaming. The rest, 60 per cent of them, get stuck in one, two and three streaming. The reason given is that they aren't identified early enough and they don't get to them early enough.

In your response to me you said there are other concerns than just the educational system. There's the environment they're living in and the home situation—that kind of thing. The question I'm leading up to is that it's of great concern to me that our education system is not liberating people from that economic class system. That's the only way I can look at it. We're keeping people from that economic group in the same system. Only 40 per cent of them are able to get an education which will basically get them jobs that will help them get out of it.

What are your thoughts in terms of special education programs and changes in the approach to special education for areas like Park School and others in inner-city Toronto, that the ministry might look towards to try

to change that?

Hon. Miss Stephenson: I don't know whether the educational system by itself can resolve the difficulties you perceive in that area. I believe there are many other factors that must be examined in the light of the experience of those children. I do believe the thrust towards more sensitive and more accurate early identification of difficulties and program which is more appropriate for those children, will provide the children with a greater educational opportunity whether it resolves the other problems or not.

Mr. McClellan: Does that lead you logically into support for early childhood education programs in inner city schools—the kind of discussion we were having the other day? It seems to me you have put your finger on something helpful. To me, there is a responsibility on the part of the ministry to support initiatives coming from local boards which are trying desperately to put forward concrete suggestions to try to deal with what is now a long-standing problem. This doesn't begin to describe the problem.

Hon. Miss Stephenson: I don't know that I would describe what is necessary as an educational program. The ancillary facilities and resources to help parents during the first five years of the child's life would be an appropriate route to explore as the kind of assistance which the families of these children may require in order to help them to gain in other areas—which may enhance their educational experience as well.

I do not know at this point that your definition of early childhood education programs per se is the only route, the appropriate route or the best route.

Mr. McClellan: I am not suggesting it is an only route, but it's something at least, that's been put forward by a particular board—the Toronto board. Again we get back to the problem that you are not willing, apparently, to provide some additional financial support for these kinds of efforts. I will concede that it is not a total solution, but at least there is an attempt. My question is why won't you support the attempt as well as come up with some additional suggestions, proposals, and funding mechanisms to help us to turn the situation around? Otherwise some other committee will be back here in another 30 years looking at the same kinds of failure rates in our city schools. And another generation will have gone through, graduating with a level-five reading skill which is barely sufficient to read a newspaper.

Hon. Miss Stephenson: We are at this point providing an additional \$20 million to Metro schools specifically for compensatory educational programs through the compensatory weighting factor. It is my understanding that throughout the province in 1979, \$42 million went specifically to this activity. It should provide the boards with some capacity to deal with the problems as they perceive them at their local level.

Unfortunately you weren't here yesterday, when I said we are looking at other research in the area of the early educational experience of children which I think will be helpful to us. But at the present time we really don't have anything definite that is specifically in support of a full-day educational program within the kindergarten area that would lead me to believe it is appropriate to remove funds from another area of education, which we know has some value to children, in order to fund this. It would be at the expense of other educational programs right at this time.

Mr. Grande: If I may have a supplementary here. Would you allow funds for these 10 early childhood programs I was talking about yesterday that the Toronto Board of Education has, and the three the York Board of Education has, for some kind of ongoing research? I'm speaking of a fund which could be used to decide whether those programs are effective or not.

Hon. Miss Stephenson: Mr. Grande if I were to do that, there are at least five other boards I can think of who would make the same request at this point. I am not going to make that commitment to you today. I will consider it, but I am not going to commit myself to that today.

Mr. R. F. Johnston: Mr. McClellan was following the line that I was going to approach with you. I will just take up on that if I might.

There is a need for some integration in the Social Development policy field. It seems to me that early identification, early education, enriched programs for day care, more infant day care—that kind of area, if you are going to put it broadly, at least to start off, in that kind of economic milieu—and all-day kindergarten are things which should be discussed between your ministry and ComSoc. Are they? At what sort of level is that? And what sort of variety is there in the discussion?

Hon. Miss Stephenson: They have been discussed at the staff level; they have also been discussed at the ministerial level and those discussions are ongoing.

Mr. Cooke: How long have they been ongoing? Are they going to come to a conclusion in a policy?

Hon. Miss Stephenson: The first ministerial discussion that we had about it that I recall was in the spring of this year and there have been staff discussions since that time at regular intervals. I can't give you the exact time. The areas they are looking at specifically are services to the developmentally handicapped, learning disabilities, early childhood assessment, and child abuse.

Mr. R. F. Johnston: One of the subjects on which I spoke to the Minister of Community and Social Services (Mr. Norton) was enriching day-care programming. I didn't get much of a commitment from him in that area, I must say. He expressed some doubts about the use of day care, as a matter of fact, as a sociological tool, if you will, in terms of identification and also helping kids. It seems to me one of the dangers where there is straight early identification with no educational support at a very early age is that all you do is start the streaming earlier when that takes place, that plugs these kids into a stream that will lock them into the—

Hon. Miss Stephenson: That's precisely the opposite objective from what we have.

Mr. R. F. Johnston: Exactly, yes. I think that's been the case with the special education in general. The hope has been that by withdrawing kids from classes and by putting them into special classes they will be able to catch up and move into the mainstream and progress.

That's one of the things the Toronto board is grappling with at the moment. I am not sure they are necessarily in the right area, but they are looking for ways to make the mainstreaming of people who are identified as in need of special education, as early as possible so as to keep them as integrated as

possible.

Hon. Miss Stephenson: That's also a philosophy of the ministry, as a matter of fact.

Mr. R. F. Johnston: So, if they do come up with some suggestions I would think if they intend to integrate people earlier and to try to get them out of the sort of peiorative classes as you identified in terms of the fears of these people and into the mainstream more, this will have some obvious costs. For example, it might be more expensive doing this than total withdrawal. Would your ministry be looking at that sort of positively then?

Hon. Miss Stephenson: I think that one would look positively at it, given the need for some students to be withdrawn from time to time or even for a relatively prolonged period of time in order to achieve the goals that are set for that student. I don't think I would go so far as to say that every child must be given exactly the same kind of program within exactly the same kind of streaming mechanism, because I don't think that really attacks the problem appropriately.

Mr. R. F. Johnston: Exactly. One of the things I was hoping we might talk a little bit more about is general teachers who are in the regular mainstream taking more special education training, which might in fact gear itself into that kind of an approach.

Hon. Miss Stephenson: In the teacher training program now the special education component will be a significant component of their educational experience in order that general teachers will have the capability to deal with many of the special education problems within their own activities.

Mr. R. F. Johnston: The implications in terms of class size might be quite staggering. I understand. I look at some of the special education classes, the withdrawn classes, the separate classes, and see one teacher and a couple of helpers maybe working with 12 kids, at Park School. We may be talking about putting three of those, each into various classes, which are now operating with 25 or 30 kids in them. It's obvious you couldn't deal with those kids in that situation. [5:15]

Hon, Miss Stephenson: I anticipate that within about one year we will have the report of a research study which is looking specifically at that problem.

Mr. R. F. Johnston: If recommendations come forward from the Toronto Board of Education before that time which might have major implications, how would you deal with that if it's in advance of your own report?

Hon. Miss Stephenson: I don't know at this point.

Mr. Sweeney: Supplementary on the recent dispute—no that's not the word—difference of opinion within the Toronto board among the Toronto board trustees themselves about this integration versus segregation: Are you leaving them on their own in that, sort of standing back and watching what happens, or is there any kind of direction and guidance going from your ministry? I overheard you say just a few minutes ago that integration is the main thrust of the ministry, if I heard you correctly.

Hon. Miss Stephenson: No, that's a philosophy of the ministry. The direction that we have been moving in for the last decade at least, and probably longer, is to attempt to integrate more of the students who have been designated exceptional and in other circumstances, into the mainstream of the educational program.

Integration within the schools, of the mentally retarded, for example, is an example of that kind of philosophy. That's a general kind of philosophy. But I am not about to say that there is not merit in the special programs that have been developed for withdrawal of students for a short period of time each day, or indeed entirely from the stream for a period of time, that that is not an appropriate way to deal with some of the problems. I don't know that we can say that one route is absolutely the epitome for all kids. We have to leave the options open and the decisions will be made on the basis of the needs of those children.

Mr. Sweeney: The reason I raised it, Madam Minister, was that a few years back the North York board took a definite step towards eliminating or at least beginning to eliminate its special education classes, opportunity classes and all those other kinds of names that were given. They did it on the basis of having fewer children in the class, I think they were down to about 21 or 22, and then three or four of these youngsters who had special needs.

If a board is going to go in that direction, if you believe the present debate in the Toronto board should go in that direction, do you recognize the implications of it?

Hon. Miss Stephenson: No. I am not saying that it should go in that direction. I am saying I think we have to leave all the options open at this point. But I recognize the philosophy because it fits in a way with the general philosophy which the ministry has been expressing and that is, the children within this province should be within the educational system in the most appropriate settings for them.

Mr. Sweeney: Yes, but what logically follows is apparent, you can't have classes of 30 and 35 with three, four or five youngsters who have very special needs. That just won't work. In other words, if the philosophy of the ministry is to have more integration and less segregation, it seems to follow that there is a very apparent factor there and do you recognize that factor?

Hon. Miss Stephenson: I recognize that factor, yes.

Mr. Chairman: I must indicate to the committee that I am becoming more and more concerned about these supplementaries. I know it's increasingly frustrating for the person who has the floor. I don't mind entertaining a supplementary, but often these supplementaries blossom into speeches and take a completely different train of thought. I like to be flexible but I am going to have to be a little firmer. Time is moving on and we had loosely agreed to try to pass this vote before six o'clock and we're only on the second item. Mr. Johnston.

Mr. R. F. Johnston: I like to think of them as art forms myself, the supplementaries. They are really wonderful to watch and behold. I will practise them myself if I can get away with it.

Mr. Chairman: Well, it's developed into an art, I must say it certainly has.

Mr. Bounsall: It's the only time we'll say you are being inflexible, Mr. Chairman.

Mr. R. F. Johnston: But I am glad Mr. Sweeney raised that particular question and that emphasis on the need for smaller class size, if you do that kind of mainstreaming of people with learning problems.

Hon. Miss Stephenson: We've been moving steadily in that direction over the last many years.

Mr. R. F. Johnston: Some would say not as swiftly as you might. But I'm being totally generous here, as my colleagues are telling me, and I'm going to keep that tone right throughout. It may not happen again, so you should all relish it.

Hon. Miss Stephenson: I shall, indeed.

Mr. R. F. Johnston: There are a couple of other resources that are necessary if you're going to do the mainstreaming—things such as reading clinics and special learning centres. One of the things that may be coming to you, along with the request for this mainstreaming, and smaller class size, will be the beefing up of the resource centres in some of the schools. Do you

recognize that as something which will be essential if that kind of move is made?

Hon. Miss Stephenson: I'm sure that boards will define their needs on the basis of the direction they decide is most appropriate. I would anticipate that a board with the variety of responsibilities, for example, of a board within the Metropolitan Toronto area would decide, as they have in the past, that there are special needs in some of the schools and different needs in other schools. Their decisions about the way in which they allocate funds would be based on the same kind of rationale that they've used in the past.

Mr. Cooke: Doesn't the minister have any thoughts?

Hon. Miss Stephenson: We have lots of thoughts but we do not necessarily order boards to do things specifically. As you know, they are locally elected individuals responsible and accountable to the local electorate.

Mr. Cooke: I can think of a few times when you've diverted from that philosophy.

Mr. R. F. Johnston: There are those who would say that works both ways and it's very handy when it's a matter of trying to restrict funds going to them, in order to say that you're waiting for them to make up their minds as well.

I just add a few comments in the three areas that I talked about and in which, I admit, there is always action of some sort being taken by ministries when we deal with these things. I have to say that, in each area, I see them as being inadequate. One is the matter of the northern services, which I see is lagging way behind. The statement that there is work being done, or there is interministerial corroboration on that, is only quasi-reassuring, I must say at this time.

Accessibility for the handicapped is another thing on which I'm not clear that I got an answer which said you would do more than you have at the moment.

Hon. Miss Stephenson: I said that we would provide you with the figures which you have asked for as well, and we shall look at it again.

Mr. R. F. Johnston: Right. I was looking for you to have some sort of very strong push from the ministry for the boards really to take this seriously, and to take action to agree with it.

Hon. Miss Stephenson: I think it might be appropriate to send out a reminding memorandum to the boards about this.

Mr. R. F. Johnston: I accept that as a good starting point.

Hon. Miss Stephenson: Can I tell you there will be a report on Friday of the interministerial task force looking at the northern services? It will be on Friday this week, and it will be coming forward to us with some recommendations.

Mr. R. F. Johnston: Good.

Mr. Bounsall: Will it be tabled in the House?

Hon. Miss Stephenson: No, no, it's the interministerial report, and will be coming to the ministers for examination.

Could I also tell you, in the light of the concerns that you've expressed, and I guess that I've expressed as well related to the French-language service, that the O'Reilly report, which seems to be an inappropriate name attached to a study about francophone services, should be available to us within the nert couple of months. It's been a study of the support services in the francophone educational program.

Mr. R. F. Johnston: That's fine, since I hope that the third area, that is, the cooperation between the two ministries in terms of the early childhood—

Hon. Miss Stephenson: Three, really.

Mr. R. F. Johnston: —three ministries in terms of the early childhood stuff, would be pushed along with all the vigour that it can be as well.

Mr. McClellan: There are two items that I want to raise. I left a file at home that had a document I wanted to reference. The minister or her staff may be able to help me by reminding me of the name of the facility for the learning disabled at the University of Guelph, run by Dr. Morgan. Can somebody give me the name of that facility?

Mr. Podrebarac: It's the Centre for Learning Disabilities.

Mr. McClellan: Thank you. I understand that is facing a shutdown. Can somebody advise me of that?

Hon. Miss Stephenson: I have not heard that that is so. I guess that's something we can explore next week. I don't have any information that that is so. We can find out.

Mr. McClellan: Right. I'd like to ask you personally to look at that situation. I think that would be a major tragedy if that very excellent and unique facility was closed down, for whatever reason.

Perhaps you could make some inquiries of your staff. Oh, that's right. We'll be dealing with that more publicly next week in the Ministry of Colleges and Universities so let's come back to it then. In the meantime, could you try to find out what the financial status of the clinic is, and we can pursue it next week?

Hon. Miss Stephenson: Can you clarify something for me?

Mr. McClellan: Yes.

Hon. Miss Stephenson: What are the criteria that you're using to designate any service excellent and unique? Would you do that for me? Perhaps you could get that ready for me for next week.

Mr. McClellan: Sure. It's totally subjective. Hon. Miss Stephenson: Oh. All right.

Mr. McClellan: On the basis of what I've personally seen of the service, and people I have talked to.

Hon. Miss Stephenson: I can list several others for you as well then.

Mr. McClellan: I have talked to people who have used it and have turned to Dr. Morgan in desperation and got help. As I say, it's a very subjective assessment that I'm making. But we'll pursue that next week.

The other thing I want to raise is to ask you whether you've had a chance to give consideration to the Ontario Status of Women Council report that there should be an interministry committee set up by the Ontario government to look seriously at the question of providing day care within the school system. Have you had a chance yet to look at the report, which was tabled about two and a half or three weeks ago by Mrs. Birch? Have you had a chance to look at that recommendation, and to have any discussion within your ministry around an appropriate response to that recommendation?

Hon. Miss Stephenson: At this time I have simply been through the report, and nothing more has happened.

Mr. McClellan: What are your own thoughts about the issue?

Hon. Miss Stephenson: In many of the community schools' programs, as you're very much aware, boards have made the space available for the establishment of day-care centres to the appropriate local community group, church group or other group that was responsible then for staffing and for running the operation.

Mr. McClellan: Right, but I don't think the council is talking simply about shared views. That is certainly not the message that I get from the recommendation. I think what the council is talking about is changing the way we provide day care to move towards a

policy of providing day care on a much more adequate basis than we now do, and to provide it on a neighbourhood community basis by making a major use of available space within the schools, but not just using the space; also, perhaps, even moving day care into the aegis of the Ministry of Education, operating the program as an aspect of early childhood education and changing the way we fund day care.

I think I've had the debate and discussion with you in other years, in previous incarnations, around my concern about the welfarization of day care, the fact that day care is becoming a service limited to, by and large, people who have very low income and therefore are eligible for subsidy, or people who have relatively high incomes and can afford to buy it on the open market. But for many people from moderate to middle income, day care is not an affordable commodity; people are locked out of the day-care arena.

[5:30]

Second, there is the question of supply. If we have any kind of commitment at all to full and equal participation of women in the economy—and that's the discussion we had when you were Minister of Labour—then we have to have an adequate day-care policy. It seems to me you're in a unique position now to take a different look at day care, to look at day care from another perspective, having been Minister of Labour and having had the advantage of the excellent studies done by the women's bureau, and now being Minister of Education, in a position to give some leadership on the question of the provision of day care through the school system.

I haven't had very much success on the issue over the last four and a half years, but perhaps the report of the Ontario Status of Women Council is the opportunity and the impetus that may lead you to do what they ask, which is to set up some kind of an interministry vehicle that can look at this question across ministry lines and try to come up with a better policy on day care.

Hon. Miss Stephenson: We have established a mechanism, the interministerial committee which was established—

#### Mr. McClellan: On?

Hon. Miss Stephenson: —on the areas of conjoint or co-ordinated responsibility in terms of services to children.

An hon. member: That wasn't one of the items.

Hon. Miss Stephenson: Not that has been discussed thus far. The areas we looked at were those which were of specific concern

to us, especially in the north. But that mechanism is there, and we can use it for the examination—

Mr. McClellan: Let me suggest—and I don't know if this is the first task—by way of conclusion, as a priority task that it look at the question raised by the report of the status of women council. We'll be back here, and can see then whether we've made an inch of progress towards an adequate day-care policy in this province.

Mr. Bounsall: Just a few unrelated points, picking up on some of the things that were discussed earlier. How many people are in Le Centre Jules Leger?

Hon. Miss Stephenson: I think there are four at the moment.

Mr. Bounsall: Is this the exact equivalent of Trillium?

Hon. Miss Stephenson: It is. En français.

Mr. Bounsall: With the same rationalization going on? How many places are there in Le Centre?

Mr. Hanson: There will be 40 places at Le Centre Jules Leger.

Mr. Bounsall: When?

Mr. Hanson: Moving to 12, we hope and expect by January 1980; moving to 30 by 1980-81, and to 40 in the following year.

Mr. Bounsall: In 1980-81, by September? Mr. Hanson: Yes.

Mr. Bounsall: Is this because it isn't constructed yet?

Hon. Miss Stephenson: Oh no, it's built.

Mr. Bounsall: In the northeastern Ontario region, with the 998 figure up there, there's obviously a need. What's the holdup? Staff?

Hon. Miss Stephenson: You remember that the 998—

Mr. Bounsall: I wouldn't expect all 998 to get there of course. We understand it's 40. Even I would not be that optimistic, thinking that 998 could get into 40 places.

What's the holdup in having more than four now, and 30 in January? What's been the delay?

Hon. Miss Stephenson: It opened in September of this year. The final agreement was signed with the University of Ottawa because that's the site of the school, and they've been in the process of establishing staff—

Mr. Bounsall: Is it essentially a staffing problem? Oh, is the staff, by and large, in place?

Hon. Miss Stephenson: There are four on staff now.

Mr. Hanson: Part of the problem at the moment is there are only four, and that represents the level of referrals that have been made at this point to the school, as well.

Mr. Bounsall: Because of the problem with the francophone psychologists out there in the francophone area. You're not getting referrals because you're not getting the adequate testing.

Mr. Hanson: There is a problem with the support personnel in psychologists. There is some use being made of the Children's Hospital of Eastern Ontario there, as well. I don't have a reason why there are so few referrals at the moment. I think there have been fewer than 10 referrals at this point.

Mr. Bounsall: Do they give you the same provincial committee?

Mr. Hanson: The structure is essentially the same.

Mr. Bounsall: It's a parallel structure?

Hon. Miss Stephenson: A parallel structure.

Mr. Bounsall: I don't want to beat a dead horse. Dr. Bergman, may I go back to your essentially zero waiting list by September? When you have a waiting list of 998 in northeastern Ontario, how can that possibly go to zero by September of this coming year? Your answer is that that phase will always have been in some sort of program appropriate to their needs.

Hon. Miss Sephenson: Which will be established in September for their needs.

Mr. Bounsall: Are you saying that that 998 waiting list in northeastern Ontario, because they've had a program suited to their needs, will be zero by next September?

Dr. Bergman: I don't think we're saying zero. I would not want you to say zero is zero.

Mr. Bounsall: I didn't say zero.

Dr. Bergman: Yes, you've been saying zero.

Mr. Bounsall: I didn't say to zero, in the first instance, you did.

Dr. Bergman: What is meant here is that there are very few students not in programs, as of September. Then, as the assessments are made and as teachers refer youngsters in need of special help, and as the psychological staff and the school assessment services provide the assessments on students in terms of their need, that list begins to grow. These statistics were made as of 1979, so it has accumulated to a good level by that date.

Mr. Bounsall: I gather, then, you are not saying it is essentially zero, starting in September.

Dr. Bergman: Not an absolute zero.

Mr. Bounsall: When does the first year come? Was it last September, or do you wait for this coming September, when we find that to be essentially your zero? Have we had a zero month yet? Was it last September, or is it still coming up?

Dr. Bergman: Each September.

Mr. Bounsall: We had a zero year last September? Has that 998 in northeastern Ontario all accumulated since last September? What was the number last September?

Dr. Bergman: September, to May 1979.

Mr. Bounsall: September 1978 to May 1979?

Dr. Bergman: That's right.

Mr. Bounsall: What was the figure in September 1979 for northeastern Ontario on the waiting list?

Dr. Bergman: We didn't collect that data.

Mr. Bounsall: I'm not going to keep stressing the point but that's the one that at one point you said was in essence zero.

When you get that data at some time in the future, I would like that. Also, because we may never get down to item 14 in this particular vote, which is regional services, which would be the reasonable time to ask the question, "How many referrals did the regional office make to the provincial committee for entrance to Trillium?" May we at this point, in case we never get to regional services—

Mr. Chairman: I'm still hoping, Dr. Bounsall.

Mr. Bounsall: —in any way that we would call the item covered or explored, ask for the figures to be given to us that show how many children inquiring for application to Trillium, were received into the regional offices by the local boards of education? Can that be given to us?

In this discussion on Trillium—this is my final point with respect to it, and Le Centre Jules Leger—I perceive myself to be fairly critical. I want to say that the criticism is not of the work being done there, as I perceive it, nor the need for more Trilliums, it's because of the few number of places we

We're frustrated that we don't have more of the needs being met. That's where the frustration comes, and we're talking about having more Trilliums in the province. You spoke of it at one time as an experimental project, a demonstration school.

Hon. Miss Stephenson: A demonstration school.

Mr. Bounsall: That implies one is watching the progress of what happens there, with a view to perhaps moving in some direction in the future. What, if any, are the plans to expand the number of places at Trillium, or in very similar-type settings, which it is fairly clear to me we will be neding?

Hon. Miss Stephenson: I am not sure we will be expanding significantly the places at Trillium. There is a possibility they may be expanded somewhat.

Mr. Bounsall: At other locations?

Hon. Miss Stephenson: The purpose of the school is to demonstrate the value of this kind of program. If, as a result of the evaluation that is carried out, we find it does do what we anticipate it will do, then I think we would seriously have to consider other locations as well.

Mr. Bounsall: Building Trilliums somewhere else, building various Trilliums around the province?

Hon. Miss Stephenson: I would not anticipate that we would have a vast proliferation of Trilliums because the intent, as I said, was to provide an educational experience for teachers that will ensure that eventually fewer children will require the kind of program which Trillium provides.

Mr. Bounsall: Which brings me to my final question on the vote. I will not repeat what the member for Scarborough West has said here today nor what I said in my opener. My real concern with mandatory special education at the local board level is the ministerial funding that will accompany it, as well as the teacher training and so on that goes on.

Hon. Miss Stephenson: Mr. Sweeney made that point strongly as well.

Mr. Bounsall: Is the minister making a definite commitment today that they will fund, at the local board level, where it's being planned to put it, the special education programs that the boards are going to have to run to meet the needs? Will that be funded?

Hon. Miss Stephenson: There will be an addition of almost \$100 million provided for special education.

Mr. Bounsall: Adequate to meet the needs of what you're putting back there and asking them to do?

Hon. Miss Stephenson: I'm sure that it will be appropriate to the requirements.

Mr. Bounsall: Will it be an add-on grant?

Hon. Miss Stephenson: The mechanism has not been finally established at this point.

Mr. Bounsall: How do you, as the minister, feel it should be established in order to meet the actual need we're putting back there?

Hon. Miss Stephenson: I have a very open mind about it right at the moment.

Mr. Bounsall: I agree with that mandatory special education and its being run by the boards, but with the funding changes that have occurred over the last few years I am very nervous about supporting, let's say amendments to the Education Act at the moment, whenever they come, without getting a real guarantee on the funding. It really worries me, It is of great concern to me.

Mr. Cooke: I'm not clear as to why there are only four students in the francophone Trillium. I'm not going to attempt to pronounce the school name.

Hon. Miss Stephenson: It's Le Centre Jules Leger in Ottawa. Although we began early, the initiative could not be completed, in terms of organization and structure, until September. We did not have the same kind of leadin time that we had, for example, for Trillium.

Mr. Cooke: The school's been operating since September of this year.

Hon. Miss Stephenson: Just since last September.

Mr. Cooke: You expect the enrolment to get to 30 in January?

Hon. Miss Stephenson: No, 12.

Mr. Cooke: It takes that long to filter the children who need it through the system, or do we not have the children who need the program now?

Hon. Miss Stephenson: It depends really upon the demand for the service as well.

Mr. Cooke: I just can't understand why boards wouldn't be making the referrals. Do the boards know about the program?

Hon. Miss Stephenson: Yes.

Mr. Bounsall: They don't have the psychologists.

Hon, Miss Stephenson: As a matter of fact, through our French-language services regional offices, we have some teams, as you know, which are available to boards with French-language schools, and we have acquired the services of two French-language psychologists. We've had some very real difficulty in recruiting them. They're relatively rare birds.

Mr. Cooke: Is that the problem? The documentation can't be done.

Hon. Miss Stephenson: I'm sure that's part of the problem. As I suggested to you earlier, part of the problem is the difficulty in providing the support and assessment services for some of the French-language schools. We have been attempting to attack that through the French-language service teams which the ministry organizes and provides.

Mr. Grande: Maybe you could get some psychologists to emigrate from the province of Ouebec.

Hon, Miss Stephenson: Where do you think we got them?

Mr. Cooke: What's the long-term solution then?

Hon. Miss Stephenson: The long-term solution, of course, is to encourage more francophone students to proceed through post-secondary education in those disciplines.

Mr. R. F. Johnston: My impression is that psychology is taught at the University of Ottawa, that there is fairly good attendance there, and it's a pretty popular course, but most of them go to southern Ontario.

Hon. Miss Stephenson: Obviously they go out in other directions.

Item 2 agreed to.

On item 3, schools for the blind and deaf: [5:45]

Mr. Sweeney: Coming back to the subject we were discussing earlier, integration versus segregation, what is the present longer-term policy of the ministry to encourage boards to look after more of their children with hearing and sight problems? Do you have a long-term plan there? Are you providing more services at the local board level to encourage boards to do it? Is there a cutoff at which it just isn't practical for local boards to do it? Where are you with that whole question?

Hon. Miss Stephenson: I would have difficulty defining a cutoff point at this time.

Mr. Sweeney: I'm thinking in strict terms of the degree or the percentage of deafness or vision problems.

Hon. Miss Stephenson: The degree of deafness and impairment in vision problems is certainly a major factor in determining, first, on the part of the boards and, second, on the part of parents frequently, whether the child should make an attempt to be integrated within the school system and the capability of the board to provide the services necessary.

I have a feeling we have to move relatively cautiously in this area when one looks at the quality of the educational program that can be provided by some boards particularly for the hard-of-hearing child. If it's possible by concentrating him in an area to ensure the quality of the program to be provided then

I have a feeling that perhaps that's best for the child on the whole. One has to weigh the advantages and disadvantages in this.

Mr. Sweeney: What's the track record of students who go all the way through in either a school for the blind or the deaf, in terms of getting a job, being able to look after themselves? Do you have a follow-up mechanism to show that as a result of 10 or 12 years, or whatever it happens to be, of this kind of educational experience our graduates do thus and thus? Do we know what happens to them?

Mr. Hanson: We can find out. The Canadian Hearing Society usually provides the job placement services for the graduates of the schools for the deaf. Regarding graduates of the schools for the blind, the placement service of the Canadian National Institute for the Blind handles most of that. I'm not sure we have the data at hand, but I could probably get it fairly easily. The record is very good. That much I know.

Mr. Sweeney: Are these students being trained from a career point of view to do those kinds of things that a deaf person or a blind or nearly blind person can do or are they being trained in a more general way?

In other words, are we identifying certain career options, such as, "This is really all that's open to you," or, "Everything's open, but you're going to have more or less success depending"? What's the thrust?

Mr. Hanson: The thrust is in the more general terms included in your second choice. In the schools for the blind they get a very broad type of academic education. Schools for the deaf provide a variety of technical shops and follow the basic structure of HS1 in terms of secondary schools.

Mr. Sweeney: What provision is made for students with multiple handicaps, if there's severely limited vision and severely limited hearing, let's take those two, and/or something on top of that? How do we deal with them?

Mr. Hanson: There are special programs within the schools. For example, at the W. Ross Macdonald School we have a deafblind program. We have special programs for the multi-handicapped deaf children in all of the three schools for the deaf.

Mr. Sweeney: At the moment, the multiple one is mainly at the Ross school.

Hon. Miss Stephenson: If they're deaf-

Mr. Sweeney: Both, that's what I meant.

Mr. Nixon: Or blind-retarded?

Mr. Hanson: The blind-retarded is another issue. They may not be programmed for at the W. Ross Macdonald School, but probably in the institution operated by the Ministry of Community and Social Services.

Mr. Sweeney: Can I come at another point closely paralleled by my colleagues? When we were dealing with the budget estimates for the Ministry of Community and Social Services, we did identify some children who ended up in a school for the retarded, or a centre for the retarded, and it was discovered later on that in fact they had another handicap. Frequently it was deafness, or some variation of it, and unfortunately it wasn't properly diagnosed.

What's the liaison between your two ministries for those kinds of situations, and what provisions are being taken now by your ministry to try to prevent that kind of thing

from happening?

Hon. Miss Stephenson: Since we're responsible for the educational program in all of those institutions, the assessment would be made by the teachers, but one would anticipate that as a result of our sort of tripartite—I won't use that word again—our co-ordinated approach to the children's services area, we will be utilizing the testing capabilities which are now available, but which weren't, even 20 years ago in Canadian institutions, for testing the hearing for specifically retarded—

Mr. Sweeney: So is there, in your mind, a much reduced possibility of that slipping between the chairs?

Hon. Miss Stephenson: Yes.

Mr. Sweeney: Because that's tragic, when that's discovered.

Item 3 agreed to.

On item 4, educational programs in the developmental centres schools:

Mr. Bounsall: I hope I can get a very short answer to this. I'm not sure what a developmental centre school is. I'm sorry about my ignorance here. What is it? I can see the area of responsibility that's provided here: the pupils who are retarded, emotionally or socially maladjusted, or multiple handicapped. Are these programs out in communities, like Churchwood, in Windsor, to which you give educational funds? Is this what's called a developmental centre school?

Mr. Robertson: There are at present developmental centres at both the provincial and the local level. This vote item here would be the developmental centre schools that the Ministry of Education is directly involved in, and there are 13 of those across

the province. As the book says, it deals with mentally retarded facilities, the facilities for emotionally disturbed children, but does not include learning disabled or anything like that.

Mr. Bounsall: But, a multiply handicapped though, what does that cover?

Mr. Robertson: That would be children with a second handicap other than retardation. It could be a physical disability. It could be deafness, blindness, more than one handicap beyond retardation, mental retardation.

Mr. Bounsall: Is the intent here to spread these developmental centre schools throughout Ontario?

Mr. Robertson: They are spread throughout Ontario, across the province.

Mr. Bounsall: Is this where one would refer a multiply handicapped person?

Mr. Robertson: It's multiply handicapped and retarded, yes. If it's multiply handicapped, but not retarded, they might go to a school for the deaf, maybe a school for the blind.

Mr. Bounsall: These are your own facilities, not grants to groups to run these facilities?

Hon. Miss Stephenson: Provincial facilities.

Mr. Robertson: Yes, provincial facilities, and they are operated by the Ministry of Community and Social Services. On the residential aspect of it, the Ministry of Education operates the school in these centres.

Mr. Bounsall: These, what you call Provincial Schools Authority teachers, would be the teachers in these. What is the plan, very quickly, when we get special education back in the boards? Do you have any plan for these to disappear, or do you still see a very strong need for these centres to continue in existence and expand, perhaps?

Mr. Robertson: We're at present carrying out a thorough examination of the needs for these centres and investigating alternatives, and when these studies have been completed we may find there are different needs than we have at present.

Mr. Bounsall: Is it explicitly centres of this sort to which applications for entrance to Trillium, which have been turned down at the provincial or regional level, are referred? So it's not to these centres that those referrals would go, back to the boards, "Oh, you've got a facility"; it has not been to these.

Mr. Robertson: No.

Mr. Bounsall: I'd like to spend more time on it, Mr. Chairman, but I am conscious of the shortage of time.

Item 4 agreed to.

On item 5, educational programs in the training schools:

Mr. Sweeney: Perhaps the minister or one of her officials could help me. Where's the balance between education in the training schools, and the Provincial Schools Authority, which is in the next vote? I'm mixed up as to how we deal with that.

Hon. Miss Stephenson: The balance?

Mr. Sweeney: I've got a question on the Provincial Schools Authority and I don't know where to put it.

Mr. Robertson: Are you thinking, Mr. Sweeney, of the division of responsibility?

Mr. Sweeney: Yes.

Mr. Robertson: The Ministry of Education is involved in the operation of a number of schools: schools for the blind, schools for the deaf, developmental centre schools and training schools. The Ministry of Correctional Services is involved with educational programs in the provincial jails, adult training centres and so forth.

The teachers who are employed in all of these centres are members of a body called the Provincial Schools Authority. This is the board that has responsibility for the operation of these schools, but it's not like a typical school board in that it only holds the contracts of the teachers. The Provincial Schools Authority negotiates the collective agreement with the Federation of Provincial Schools Authority Teachers. It administers the collective agreement, the grievance procedures and so forth,

However, the ministry that has responsibility for the particular schools has responsibility for all administrative matters pertaining to those schools. The Provincial Schools Authority does not make administrative decisions concerning the operation of schools.

Mr. Sweeney: All right. If we have training centres under the Correctional Services ministry where educational programs should be offered and in fact they're not, who is responsible for that?

Mr. Robertson: The Minister of Correctional Services (Mr. Walker).

Mr. Sweeney: What's the relationship between the ministry then, and the fact we're dealing with fully qualified teachers? Is there any relationship there? Is Correctional Services simply like a board hiring teachers? Like any other school board?

Mr. Robertson: No. Correctional Services does not employ the teachers. The Provincial Schools Authority employs both its teachers and our teachers. So the authority acts as a board for both groups of teachers and they're all in the same teachers group, the Federation of Provincial Schools Authority Teachers.

Mr. Sweeney: Does the Ministry of Education then "sell services to Correctional Services"?

Mr. Robertson: No.

Mr. Sweeney: But the Provincial Schools Authority does come under the jurisdiction of the Ministry of Education?

Mr. Robertson: Yes, the authority does.

Mr. Sweeney: And the authority, if I followed what you just said, is responsible for the educational services?

Mr. Robertson: No. The authority employs the teachers, negotiates and administers the collective agreement.

Mr. Sweeney: What's the difference? This is where I keep getting confused, at that. There's a line there somewhere that people are crossing and I don't know how it's crossed.

Mr. Bounsall: Does the Provincial Schools Authority ever say to a training school, "You're understaffed with teachers, or you are not running an adequate program"? Is the programming in training schools, in other words, purely and simply determined by someone not at all involved within the education ministry?

Mr. Sweeney: You've anticipated my next question. That's what I'm trying to get at. Who makes these decisions?

Mr. Robertson: The program decision for a training school would be made by the Ministry of Education. However, if there is concern over the level of staffing and the federation feels the collective agreement between the authority and the teachers' federation has been violated with respect to a staffing guideline, for example, if there were supposed to be eight people in a class in a training school, and there were 12 people in the class, then a grievance might arise out of that matter.

In that case the grievance procedures provided for in the collective agreement would start out with that matter being addressed, initially, by the principal of the school, that's step one. Then it would go to the next level of administration in the ministry that runs the school, but, if it's not resolved at that stage then it goes to the Provincial Schools Authority. That's step three of the grievance procedure. That's when the authority be-

comes involved in a decision with respect to staffing of the school.

[6:00]

Mr. Sweeney: What about whether there is a program or not-following up on the same line—in other words, if Correctional Services, for example, says "We are not going to offer an educational program there," and the Provincial Schools Authority believes it should be offered, who makes the decision?

Mr. Robertson: The ultimate decision rests with the ministry.

Mr. Bounsall: Which ministry?

Mr. Robertson: The ministry that operates the school. If it is an adult corrections operation, it would be the Ministry of Correctional Services. If it is a school for the blind, deaf, developmental training school—

Mr. Sweeney: No, no. Let's stick with corrections for the moment.

Mr. Robertson: Corrections. That decision would be made by the Ministry of Correctional Services.

The expressed dissatisfaction with not offering a program may arise with the federation. The federation may direct that dissatisfaction to the authority and the authority, in turn, may raise a question with the ministry concerned—in this case it would be Correctional Services—but the authority would not have any sort of expressed right to impose a program on that ministry.

Mr. Bounsall: Would the Ministry of Education and the Provincial Schools Authority not be concerned with, let's say, what's happening at Maplehurst to the educational programs, if the inmates are now required to work all this extra time to pay for the equipment damage that occurred out there? Something has got to give. Either they are going to be working all these extra moneys off in their spare time, or it is going to cut into their educational program. If that occurred would you not be concerned, either as an authority or as a ministry? If so, what is happening out there? It is a little off the track—

Mr. Sweeney: No. It is right on the track. That is the problem.

Hon. Miss Stephenson: Could we ask Mr. Saunders, who is the chairman of the Provincial Schools Authority, to answer that?

Mr. Saunders: In the case of Maplehurst, Dr. Bounsall, I believe the damage occurred in the corrections centre at Maplehurst rather than the adult training centre, and it is the inmates at the corrections centre who were

involved in the activities you are concerned with.

Mr. Bounsall: None of them is receiving education in the training centre?

Mr. Saunders: No. There are two centres at Maplehurst. One is a corrections centre and one is an adult training centre. The inmates of the adult training centre were not at all concerned with the unfortunate events there.

Mr. Bounsall: But let's postulate that they had been, and because of the extra work they now have to work off the cost. If there was a decrease in their educational time, would that not be of concern, and to whom would that be of concern and what could you do about it, if you were concerned?

Mr. Saunders: Is your hypothesis that in a classroom, possibly, there was a riot and all the equipment was destroyed and, therefore, instead of having classes, the inmates might be expected to do something to repair the classroom? Is that your concern?

Mr. Bounsall: The Minister of Correctional Services indicated the cost of the repairs and what have you and the damages would be worked off by the inmates, or paid for by the inmates.

Mr. Saunders: In the corrections centre, none of whose inmates comes into the training centre or school.

Mr. Bounsall: I have postulated what would happen if it had happened in the school setting part and the Correctional Services minister announced this workoff of damage, which to me would mean there would be a decrease in the time for education—

Hon. Miss Stephenson: Not necessarily.

Mr. Bounsall: —and a decrease in program then occurred. Would any of you be concerned, who would be most concerned, and what could you do about it if you were concerned?

Mr. Saunders: The Minister of Correctional Services would be the one who would be concerned with whether or not the program operated.

Mr. Bounsall: I was afraid that was the answer.

Mr. Saunders: I think to clarify your question, or the question from Mr. Sweeney, for practical purposes the Provincial Schools Authority is the employer of record, the holder of the employees' contracts, and is the bargaining agent for the provincial government on behalf of the government with the provincially employed teachers. That is prob-

ably the best and clearest way to see the authority. It is the holder of record of the teachers' contracts and the bargaining agent on behalf of the provincial government.

Mr. Sweeney: So it really doesn't have much to do with saying whether or not there is going to be a program in place?

Mr. Saunders: No.

Mr. Bounsall: Or, in fact, the program? Mr. Saunders; Right.

Mr. Sweeney: One short question, Mr. Chairman, before we let this one go, and it is one we addressed very briefly earlier. As more and more young people are transferred out of training schools back into community settings, the local school board is picking up these kids. What is the relationship, the liaison, the deal, whatever you want to call it, between your ministry and Correctional Services with respect to finding that transfer?

Hon. Miss Stephenson: I am not sure there is any deal at all.

Mr. Robertson: They are eligible for funding under the general legislative grants, the same as any other student.

Mr. Sweeney: So it means the responsibility is being transferred from another ministry to you and there is no follow-through of funding that would previously have looked after those kids?

Hon. Miss Stephenson: Just as it has been with the transfer of children from the developmental centres into the jurisdiction of the school board in an ordinary school setting.

Mr. Bounsall: Yes, You didn't get the money; they are complaining that they are not getting any extra funds, either. We have had examples, from the secondary school level, of students turning up in the classroom from these centres which have been

closed, and it really adds a burden to the classroom. They add to the number of pupils in the class. They are a harder class, therefore, to deal with, and they cannot decrease the number of students per classroom by creating another class because no funds flow to them from the ministry.

Hon. Miss Stephenson: Which ministry?

Mr. Bounsall: Your ministry, because they are no longer in their setting now.

Hon. Miss Stephenson: They are funded under the basic grant for students.

Mr. Bounsall: Well, not enough additional funds come in, yet Correctional Services, for example, has saved a considerable amount of funds by their not being there, by the closure of the institution. I guess the question is, why have you not made the case for some additional funds to go to your ministry from these closed institutions in other ministries, so you can help with that situation that is occurring in those classrooms now fully under your ministry?

Hon. Miss Stephenson: The GLG at the present time would seem to be able to accommodate the requirements within the educational system for the education of those young people.

Mr. Bounsall: It isn't in this case. You should have been after some of those portions of funds that were cut which were in excess of the GLG because it is needed out there in those classrooms. Secondary school teachers who have to have them in their classrooms can tell you that.

Hon. Miss Stephenson: I wouldn't be surprised if that were the source of some of the additions to the GLG, as a matter of fact.

Item 5 agreed to.

The committee adjourned at 6:07 p.m.

#### **CONTENTS**

Tuesday, November 2	27, 1979
ducation program	S-1405
Special education	S-1405
Schools for the blind and deaf	S-1428
Educational programs in the developmental centres schools	S-1429
Educational programs in the training schools	S-1430
djournment	S-1432

#### SPEAKERS IN THIS ISSUE

Bounsall, E. J. (Windsor-Sandwich NDP) Cooke, D. (Windsor-Riverside NDP) Gaunt, M.; Chairman (Huron-Bruce L) Grande, A. (Oakwood NDP) Johnston, R. F. (Scarborough West NDP) McClellan, R. (Bellwoods NDP)

Stephenson, Hon. B.; Minister of Education (York Mills PC)

Sweeney, J. (Kitchener-Wilmot) L)

From the Ministry of Education:

Bergman, Dr. G. D., Director of Special Education

Hanson, F., Special Education Branch

Podrebarac, G., Assistant Deputy Minister, Education Programs

Robertson, B. E., Special Education Branch

Saunders, R. E., Policy Liaison and Legislation Branch, and Chairman, Provincial Schools Authority



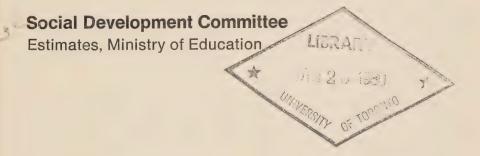




No. S-49

## Legislature of Ontario Debates

Official Report (Hansard)



Third Session, 31st Parliament Wednesday, November 28, 1979

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

#### CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario. Editor of Debates: Peter Brannan.



#### LEGISLATURE OF ONTARIO

Wednesday, November 28, 1979

The committee met at 2:10 p.m. in committee room 2.

### ESTIMATES, MINISTRY OF EDUCATION

(concluded)

On vote 3102, education program; item 6, correspondence education:

Mr. Chairman: I call the committee to order.

Mr. Sweeney: I have one question, Mr. Chairman. I understand there was a pretty strong recommendation in the cost of education committee report with respect to correspondence education. They questioned whether or not it should be continued at all, the amount of money that was spent on it and the location of the offices. I gathered from the minister's opening statement that no real changes were being planned there. I forgot just how many pages were devoted to it.

I'm wondering how the minister would respond to the cost of education committee. Obviously, they were making some valid points—that doesn't necessarily mean the minister has to agree with them—and surely there should be some kind of response to it.

To what extent would the ministry, if not the minister, choose to react to those particular points? To what extent have they accepted the validity of any of them? I realize the minister may not be able to answer that herself but perhaps she could direct someone else to do it.

Mr. Chairman: The committee is aware that the minister is labouring under considerable voice difficulties today and perhaps we can be as helpful as we can in that respect.

Mr. Sweeney: As I say, I'm quite willing to get the answer from any source.

Hon. Miss Stephenson: We have looked very critically at the correspondence education branch and the examination would lead us to believe it provides an invaluable service to a very large number of people in circumstances in which it is very difficult for them to achieve an educational program.

I received a letter yesterday from a gentleman named Ferguson, who now lives in Mississauga, whose child was in actual fact educated through the correspondence branch through the secondary school program, while he was stationed outside of Canada. She achieved her grade 13 this year within Mississauga, after four or five years of correspondence education, with a percentage of 89 per cent.

Mr. Sweeney: Madam Minister, I don't think you will get a very strong argument about certain specific situations in which correspondence seems an almost ideal alternative. The one you just described is clearly one, another might be in remote areas, another might be smaller communities where the board simply cannot justify offering 50 different programs. I recognize that.

The concern, that seemed to be expressed by the committee report was that a sizeable number of people who use the correspondence branch route would have other viable alternatives in their own communities, primarily through night courses offered through the secondary school board. The question seemed to be, why duplicate, particularly when many secondary school boards were having difficulty continuing to offer some of their programs because of a lack of applicants. In other words, there seemed to be one section of the ministry literally in competition with another section of the ministry. I wonder to what extent you had investigated whether that is a reality. I haven't. That's why I'm asking the question. Were they right, or were they not?

[2:15]

Mr. Chairman: Perhaps Mr. Rees or Dr. Fisher could respond to that point.

Mr. Rees: Mr. Sweeney, there is no competition at all. In fact, when there is growth in the night school programs and when the community colleges expand their programs we also experience growth, because it encourages interest in educational activity. The people we serve come to us by choice. They come to us because these other options that exist are largely mythical.

We serve people who are frequently homebound for one reason or another. They are housewives who are unable to get out or people who don't like the structure of the school system. It was encouraging that in the discussion on the Ontario Educational Communications Authority there was mention of those who lack basic education among the adult segment of our population because, in a large part, these people choose to be anonymous learners. They choose to study anonymously, and this is one thing that the correspondence education has—a flexibility and an openness that just isn't found any where else.

As you may know, about 80 per cent of the population we serve is made up of adults who are in this large number of people lacking basic education, and the curriculum offers strictly elementary and secondary programs.

Mr. Sweeney: There was something in the minister's opening statement to the effect that the linkage between the student and the teacher was going to be simplified considerably. Could you explain, very briefly, what the change will mean to a student? I raise this question, by the way, because I had a student in my own community this summer who somehow or other had his or her work papers lost in the mail. Of a series of five programs that were sent in to be corrected, three got lost. My discussions with the branch resulted in, "I'm sorry, there's nothing we can do about it. We just don't have them." Is what's been described by the minister going to change that?

Hon. Miss Stephenson: It will reduce the possibility of that.

Mr. Bounsall: When are you phasing in direct mailing and eliminating those other two mailings—this year?

Mr. Rees: It was started on April 1, 1979, and no student enrolled after that time is involved in a four-way mailing system. There are advantages and disadvantages to both systems, but due to deteriorating postal service the time delay was just beyond belief. We are talking about somewhere in the neighbourhood of 700,000 pieces of mail going back and forth, 350,000 assignments, and the number of complaints we get is remarkable.

Mr. Sweeney: High or low?

Mr. Rees: Very small. Remarkably low. In the two-way mailing system as set up we really act as a broker providing a student with an associate teacher. The assignments flow back and forth between the two of them, so it avoids the extra mailing to us and back from us.

Mr. Sweeney: In the interest of time I'll pass on.

Mr. Bounsall: The ministry may not have many direct complaints, and I admit I haven't passed on the numbers I have had,

but anyone who has been in the correspondence system has experienced those great delays. If they are in a quantitative course, such as one of the math courses at secondary school, they hesitate to go on to their next program assignment until they get that mark sheet back so they know where their gaps are, if any. But students have often told me about six-week delays.

You say it is being phased in? I assume the phase-in means that if you do have a teacher who is marking and has already started on a course where there are a number of students you haven't disturbed that, and that's the reason why there is a phase-in. Even with a teacher marking—already started before April—can you not switch them over to getting direct mailing from a student?

Mr. Rees: We are doing that gradually, but we're not always positive of the students we have, because some have already discontinued. At the end of October, we had 70 per cent of our assignment activity on the two-way mailing, and we expect it will all be that way by early next year.

Mr. Bounsall: It certainly cuts down on the chance of losses and delays. You have no worries about not being the middle person in all of this, have you?

Mr. Rees: Yes.

Mr. Bounsall: What are your concerns?

Mr. Rees: One of the advantages of the four-way mailing was that we had fairly good control over the quality and speed of the marking and evaluation, but we have another procedure that we hope is going to meet that need.

Mr. Bounsall: By quality, you didn't look over 10 per cent of the papers, did you?

Mr. Rees: Perhaps not 10 per cent, but on a sample basis we did.

Mr. Bounsall: How long would that have taken? When a paper comes in to you that is going to be part of the sample, how long would it take to get scrutinized and then mailed? I assume the others went automatically through some system, did they?

Mr. Rees: Yes.

Mr. Bounsall: What was the delay because of your checking?

Mr. Rees: One day.

Mr. Bounsall: What have you now built into it that is a check on the quality?

Mr. Rees: Each associate teacher is provided with a three-part comments sheet, and on this they give us the information for our records. They also summarize the comments they've made in the body of the assignment,

so each one of these three-part sheets applying to each assignment is then distributed. One goes to the student, one stays with the associate teacher and one comes to us.

For each associate teacher we have a group of material of all the assignments they've done. Actually it is better, in some ways, that we can now look at almost everything that is done by a teacher instead of sampling it.

Mr. Bounsall: That was my next question. Are you going to do that, or have your sampling numbers gone up?

Mr. Rees: Yes.

Mr. Bounsall: Then where is your concern?

Mr. Rees: We're just not positive we have the same type of control, because we used to be able to look at everything that was being done in the assignment. Now we see a single sheet.

Mr. Bounsall: You only took a cross sample anyway. Apart from the fact that you don't see the original, just the comment sheet, then providing your associate teacher is honest, and one would assume that, you have a better chance now of seeing more of them. How are the associate teachers chosen? Do they apply?

Mr. Rees: Yes.

Mr. Bounsall: With suitable recommendations and backgrounds, they are then certified to mark a certain course? Have you had any problems in the past with people getting backed up with work loads, as others do in other fields? Have you had any problems with the honesty or reliability of your associate teachers?

Mr. Rees: None.

Mr. Bounsall: So you really don't have much of a worry?

Mr. Rees: I should hope not. If we had, we wouldn't have moved in this direction.

Item 6 agreed to.

On item 7, teacher education, and item 8, professional development:

Mr. Sweeney: I have a couple of questions, Mr. Chairman. First of all, I understand that all but five of the teachers from the two Ontario Teachers' Education College closings have now been placed. Is that correct?

Hon. Miss Stephenson: Yes.

Mr. Sweeney: What are the plans for those remaining five?

Hon. Miss Stephenson: We are still helping them.

Mr. Sweeney: What is the prognosis, is that the correct word?

Hon. Miss Stephenson: Yes, that's the correct word. I'm not sure I can be definitive, however.

Mr. Sweeney: Have you set yourself any kind of time line? In other words, by December 30 or January 30 we are committing ourselves to doing something?

Hon. Miss Stephenson: No.

Mr. Sweeney: Could I get a very rough breakdown on the five people? I don't need their names but are they older, younger, do they have many other skills? Could I get a cross section of who we are talking about, without getting any names?

I'm just trying to figure out what their chances are of getting a job on their own,

if you don't help them.

Miss Dunn: We have one qualified in art, for example, who has done general work at the teachers college as well. They are mostly generalists, who could fit in. Two of them have been interviewed for jobs within the last couple of weeks, and I'm keeping my fingers crossed, hoping that one of them may click on a job there.

Mr. Sweeney: I assume you are talking about a job with the school board?

Miss Dunn: No, some of these are within the government. They are applying within the government. We are assisting them by making available any information that we get. We still are looking for available jobs, particularly within the government. Mr. McCordic, who is the chairman of the manpower committee, is still in contact, and keeping up with it.

Mr. Sweeney: Is there any priority, so that all things being equal one of these five would be hired first?

Miss Dunn: Yes.

Mr. Sweeney: Is that assumed?

Miss Dunn: Some jobs come up in government that they are not qualified for, such as some technical kinds of jobs. But with anything for which they are qualified, all things being equal, they would get them.

Mr. Sweeney: Would it be reasonable to say they would be considered if their lack of qualification was minimal but they could be trained in a very short period of time? I'm talking two or three weeks.

Miss Dunn: That would be hard to say. It would depend on the kind of training. Some things will take far longer.

Mr. Sweeney: I'm just concerned that there might be a technical qualification and they are ruled out, when in fact the person would say, "Hey, look, I could pick up that skill in two or three weeks."

Miss Dunn: No, it might be like working in computers, or something for which it would take long-term training.

Mr. Sweeney: No, I'm not talking of long term.

Miss Dunn: Some of these people did take summer courses last year, and we assisted them with that, in an effort to get another teaching skill, something allied to teaching.

Mr. Sweeney: So you are still working on those five?

Miss Dunn: Yes, we are.

Mr. Sweeney: I want to come back to a point we were talking about yesterday. It's an issue that has been raised almost every year in these estimates, concerning teacher education and the lack of diagnostic and remedial skills, which teachers themselves, and school boards, and people like myself have complained about for quite a period of time.

You seemed to indicate there was a movement under way right now to include that as part of the basic program. Could I have a brief description as to what that entails? Let me put it in another context: one of the concerns that has been expressed about switching everything to the universities is that given the university year we have even less time than we had before. It works out to about seven months, compared to nine months.

Miss Dunn: The teachers college operated on the university year from the time it became an OTEC.

Mr. Sweeney: So there really isn't any difference in time?

Miss Dunn: No, not really.

Mr. Sweeney: I assumed that. Let's just talk in terms of overall time. If you are going to add a diagnostic and remedial component to that teacher training program it's going to take a fair bit of time if you are going to do it well. How is it going to be done? What's going to go by the wayside? Do you have any idea of maybe a two-year program versus one, or is it going to involve coming back for a couple of summer courses, or how are you going to do it? I very much approve of it.

Miss Dunn: When we put in the new regulation we curtailed what they could do in their basic year. They now train in two divisions—primary junior, junior intermediate or intermediate senior—whereas in the past the secondary people very often took an elementary option, and the elementary people were

trained up to the end of grade 10, primary, junior and intermediate. In other words, we have cut back on what we do, because we did consider going to a two-year program at that time.

We have come to the conclusion that was not the way to go, but rather to curtail what they could do in the basic year. Then, by the use of the record card, we encouraged people to come back, with the assumption that teacher training is very much an ongoing process and there is really only so much you can get in your basic year. Until you get out and take charge of a classroom-I'm sure from your own experience you would agree with this-a lot of the theory doesn't mean much. When you go back, having had teaching experience, you're then much more able to profit by additional teacher education. So that is the concept of the new certification policy, to limit what they do in their basic year and keep them coming back.

[2:30]

In addition to that, we have added in the regulation, so it's a legal requirement, a special education component, to ensure that they get the kinds of things that you are concerned about and that the priorities within that program have to be looked at and changed. For the primary-junior, junior-intermediate people in the past, up until four or five years ago, we largely had candidates who didn't have a university degree. Therefore, there was an academic component in the program that we no longer need, so we're looking at the priorities and deciding what really should be done.

The point you raised is one that I have asked the deans to make part of the basic program. I'm going to be meeting with them on Friday of this week, at which time I'm going to ask them how they are getting along with it. We're meeting with them and we are reviewing and approving their programs. It will take a bit of time to change a program over to our priorities.

Mr. Sweeney: It has been suggested in previous estimates debates that some of the components of the single-year teacher training could have been done as part of the students' undergraduate work, if in fact the teacher training college or the faculty of education had some professional prerequisites, as most professional schools have. Where is that recommendation at? Is it still under discussion or has it been abandoned? What are your attitudes towards it?

Miss Dunn: No, it hasn't been abandoned. We are still looking at the idea of prerequisites, and the universities are looking at themselves and the selection of people, on what they have done in their basic degree. It's a question, too, of availability of the kinds of courses that would be useful, psychology, sociology, those kinds of courses and their availability across the province. We haven't abandoned it. We haven't gone to a demand that in the university degree they have three English, and two this and one that. We haven't gone that route.

Mr. Sweeney: Excuse me, I was thinking more of those kinds of prerequisites which are now taught as an academic subject in the teacher training year, such as the history of education, child psychology, whatever it happens to be.

Miss Dunn: History of education is not taught any more in the basic year.

Mr. Sweeney: Whatever the academic requirements are—are there none?

Miss Dunn: There are very few, unless you consider curriculum development.

Mr. Sweeney: That's more of a pedagogical skill.

Miss Dunn: There is very little academic done. All those old history ones and school management, which was done as a kind of academic enterprise, are not part of the program any more.

Mr. Sweeney: So there are ongoing changes in that direction.

Miss Dunn: When we put in the university degree as a basic requirement we really looked at it very seriously and made changes at that time to the academic kinds of things that were done with students.

Mr. Sweeney: Let's go to the other end of the spectrum, It has also been suggested that instead of—once again, like some other professions—making a teacher directly out of teachers' college or a faculty of education totally responsible for a class of students there should be some form of internship or whatever you wish to call it. I'm not aware that is being done anywhere. Are there any plans to do it? Do you have any pro or con attitudes towards that?

Miss Dunn: They tried it in Britain and they seem to have abandoned it. I was over there last year looking into it, five years after the James report, to see what was happening. That concept of internship seems to be disappearing. One of the basic reasons we haven't is that when we did try that type of operation back in the '60s we were relying on the co-operation of the school boards to bring people in and it was costly. It's costly to have people in part time. It was costly and it really wasn't

very successful. It wasn't successful because people didn't go into the program back in the '60s. That's the only one I have any familiarity with.

Mr. Sweeney: Except, let's remember that was almost a pre-faculty of education program. We're talking of something that would be similar to what's done in medicine and law. Once you've finished your schooling, so to speak, you spend a period of time actually learning how to do the job, on the job, under tutelage, rather than being thrown in and told "sink or swim."

Miss Dunn: It's really not "sink or swim," because there are probationary teachers and supervisory officers on the board, and you have curriculum people—

Mr. Sweeney: But we both know the amount of time they have available to supervise.

Miss Dunn: But they do have a responsibility.

Mr. Sweeney: That's a big difference, though.

Miss Dunn: Yes.

Mr. Sweeney: I want to go on to the second part, Mr. Chairman. I only have one question with respect to professional development.

There seems to be a number of concerns being expressed by the teacher groups themselves—and we touched briefly on this with the minister a couple of days ago—as to the quality of some of the in-service programs that are being offered by the universities as to their compatibility, (a) with one another, and (b) with previous courses.

I'm sure you've heard the stories that I have: somebody took section A but can't take section B now because the particular university offering it says you are not qualified to move in. Can you tell me where you are at in those two areas, quality and compatibility?

Miss Dunn: We have recently finished about two years of work—we had people from universities as well as ministry people and teachers working on it—on what we call guidelines for the various additional qualifications. We have now looked at those guidelines very carefully, and they are now out in the form of objectives for part one, for part two, and for the specialist, and concern the kinds of things we expect a teacher to have as a result of having completed part one.

Right now it is at the printers, being printed in loose-leaf form, a page for each of the various additional qualifications that we have—loose leaf so we could change them or add to them if we wanted to. The guidelines are in the hands of the university people now with the idea that when a teacher takes part one of music, for example, whether she takes it at the Lakehead, whether she takes it in a winter course, or as summer course, or an intersession course, the same expectations for the person when she completes that course will be there. This is being welcomed by the universities.

In addition, we are instigating a process of reviewing additional programs. For the past six years we have been reviewing the basic program—we worked out an agreement between the Ministry of Education and deans of the faculties, and the Council of Ontario Universities—through a process whereby independent teams of teachers, university people and ministry people go in and look at the basic program.

We have reviewed all of the programs except those at the University of Toronto. The reason we haven't done that was it was due last year and they were in the last year of their old program before getting on target with the new certification. It didn't seem very sensible to review a program its last year of operation. It would have been costly and rather ridiculous. This year, they are in their first year of operating a new program, so we are not reviewing it this year.

Instead, we are starting to review some of the additional qualifications, and beginning in January we are going to have teams in place to look at two areas: special education and French as a second language. We picked those two because they are the ones that are giving us the most hassles. It would be very easy to do art and something else, because they seem to be pretty well solidified. We are picking the two in which we have got the kind of complaints you have referred to, Mr. Sweeney, you know, teachers' concerns.

The team will look at what's going on in board-sponsored winter courses and any that may take place in the intersession or in the summer. We would like to feel sure that whenever people take the course they are not being short-changed because of where they take it, or under what circumstance. That is under way, but it will be November before we will have something in. Then we are probably going to look at guidance and physical education next, because they are the next two on our list of priorities that are giving us concerns.

Mr. Sweeney: One other reaction from the federations was the comparison between their previous degree of involvement in in-service training and their perceived degree of involvement under this new approach. Is that a valid concern? What, in fact, has changed with respect to their degree of involvement?

Miss Dunn: One of the changes I have noticed is that the universities are using many more teachers as associate professors, if you like, who are working on the program. Down in your own area of Waterloo we met last week with the board on this very issue. The next day, London had some of their teacher education people in meeting with the board to see how the board can assist them in making the program far more practical and worthwhile.

I see a lot of these kinds of meetings taking place, board officials with the faculties, and that's what we are encouraging. If you have concerns, go to the faculty that is in your area and talk to them, tell them your concerns. We are facilitating that in any way that we can.

Mr. Sweeney: So the degree of teacher involvement is at the board level rather than at the federation level?

Miss Dunn: That's where I think it should be.

Mr. Sweeney: I'm just clarifying this.

Miss Dunn: At the board level.

Mr. Sweeney: It wouldn't surprise me if there were some objection from the federations to that. How are you meeting their objections? Am I correct? I've heard via the grapevine that there were objections.

Miss Dunn: Also at the federation level, all of the faculties, by the agreement between the ministry and the university, must have an advisory committee. It must meet at least twice a year. On that advisory committee are official representatives from the official OTF. We keep nudging them and making sure that they are actually having two meetings. Many of them have five and six meetings in the year, whereas a few years ago they would have one and we would have to sort of remind them that it was a legal requirement and they must get another one going.

I'm finding that at those meetings, and Lakehead is one example, there have been workshops and many kinds of in-services resulting. That's a very definite, OTF official kind of involvement.

Mr. Sweeney: I would gather from your statement that the concern expressed quite a while back, that the universities are simply going to wing it on their own and to heck

with what anyone else thinks, is in fact not happening.

Miss Dunn: No, it's not happening.

Mr. Sweeney: That's not the reality.

Miss Dunn: No, because we really do not want the minister to sign her name to a certificate if the certificate is not a valid one. The universities and the deans are very cooperative and really welcome any kind of assistance we can give. The review process is going to help. It's going to take time, that's all, in order to work out processes and carry on. I really feel we are moving in the direction that we really want to be very shortly. We are on our way.

Mr. Sweeney: One last question: How many faculties do we now have and how many are you projecting over the next five or six years? I imagine it would probably be a reduction rather than an addition.

Miss Dunn: We have 10 faculties, but we have two programs in Ottawa. The French program and the English are quite separate in Ottawa, and that's the way it was agreed. So there are really 10 faculties of education in the province.

Mr. Sweeney: Do you foresee a reduction, given the reduced need, or do you figure you are where you should be? I realize that's a policy question. I'm sorry. I shouldn't be posing that question to Miss Dunn.

Hon. Miss Stephenson: That decision will be obviously made by the universities.

Mr. Sweeney: In other words, if they choose to keep their faculties and to continue to train you are not going to intervene?

Hon. Miss Stephenson: If there is some demand for the service in that area then I'm sure they will choose to continue. There has been, as you probably know, a fairly marked reduction again this year in applicants for teacher education—20 per cent reduction over-all between 1979 and 1978.

Mr. Sweeney: What concerns me is what happened in the early or mid '70s when you had a declining enrolment in the elementary schools and at the same time an increasing enrolment in the teachers' colleges. While that was under your jurisdiction you could move in very quickly and cut them down. Now it's not under your jurisdiction in quite the same way I am a little bit concerned that we could end up with that type of situation, especially since I have been noticing on the radio and in the newspapers the universities are really carrying on a recruitment drive.

Hon, Miss Stephenson: Not necessarily. [2:45]

Mr. Sweeney: No, not specifically in teacher training, but what kinds of moderating mechanisms do you have in place or have you urged, encouraged—whatever the word is—the universities to put in place to see to it we don't get this distortion?

Hon. Miss Stephenson: There is a natural selection process which goes on in the minds of the students, which is obvious this year in that 11 per cent fewer students applied to faculties of education per se. Because of the absence of the OTECs, the total reduction in student numbers is 20. The students themselves are obviously perceiving the employment opportunities and making decisions in other directions.

I would remind you it is sometimes very dangerous for any outside body to become involved in attempting to control the choice mechanism of the students. The other mechanism we can use is to ensure there is a more sophisticated selection process for students within certain faculties in order to achieve some objectives which we set.

Mr. Sweeney: I would just have to remind you, Madam Minister, that when your predecessor was questioned on this back in 1976 he finally admitted that they knew what was going on but didn't take any action, hoping it was going to correct itself, and in fact it just got worse. I understand you are a noninterventionist, but somewhere along the way we owe something to these young people who may be taking the wrong courses.

I gather what you are saying is that at this point the career market seems to be adjusting itself, and as long as that process goes on you are going to stand back.

Hon. Miss Stephenson: Not stand back.

Miss Dunn: The other factor at work is that the ministry has decided to get completely out of the summer school courses and they are going to be done by the universities beginning next summer. The only one we will probably be doing next year is the principal's course.

That being the case, their efforts are now going to be divided between the pre-service program and in-service, and therefore they are not in this battle for bodies to support themselves because they are going to be funded for doing the other university-approved programs, so their emphasis will be on the two aspects and not entirely on preservice, as it has been in the past.

Mr. Bounsall: I hope the minister is feeling better than she sounds.

Mr. Cooke: We've advised her to see a doctor.

Hon, Miss Stephenson: I did. It didn't do any good.

Mr. Cooke: Was the doctor opted in?

Hon. Miss Stephenson: No.

Mr. Bounsall: No, obviously the autistic association wants you to be a living example of their problems in education.

Hon. Miss Stephenson: It's the phasic.

Mr. Bounsall: Phasic? Sorry. I knew I would forget that new word I'd picked up, within a couple of weeks. They have already solicited me for funds, though, before the end of the year.

No amount of talking here, or at the time when it occurred, will bring back the OTECs, but I really don't understand this drive of the ministry to get out of the education of teachers. It was reported to me that you admitted, Madam Minister, in a radio interview on CHML that the closure of the OTECs was more for philosophical reasons—implying that the government did not belong in teacher training—than for financial reasons. I don't understand this at all.

The government is still involved through the faculties of education on campuses, so you are not uninvolved. I suppose you can shift any problems that accrue to a local autonomy one, but I can't understand the drive. I can't understand why in philosophical terms the ministry wants to get out of its teacher training. The OTECs were certainly very strong in the elementary field and the retraining in-service programs, and it has already been admitted, that this is going to take some time to properly get in place in the faculties of education.

A particular concern of the teachers has been in the in-service programs for teachers at all levels, but also in the secondary. What you have done is thrown away a system which was working well and admitted, in the estimates this year, it is going to take some time to get those in-service programs working properly within the faculties of education.

education.

Hon. Miss Stephenson: I don't think that's what Miss Dunn said.

Mr. Bounsall: What is going to take the time to get working?

Hon. Miss Stephenson: There are changes being made in the educational program of the teachers in the faculty of education, the same kind of changes which we would have to have made within the program if the Ontario Teachers Education Colleges had been maintained, and it would have taken a period of time to make those changes if the OTECs were still in existence. The decision

was made many years ago on the basis of recommendations by those who examined very carefully the role of the ministry in direct educational programs for teachers.

Back in the days, when there weren't any faculties of education and when most universities had no interest in being involved in the development and the education of teachers, there was a very real need for the province to be directly involved. As the faculties of education developed at various universities, scattered widely throughout the province, the process of closing down the teachers' colleges was begun and it was carried out very methodically over a number of years, as you very well know. The only two that were remaining were Hamilton and Toronto.

Again, that recommendation had been made, as you know, by Dr. Jackson and by others—Dr. Jackson in his preliminary report—and it was felt that the time had come to bite that bullet and move us out of a role in which we had probably no need to participate, at this point, because the faculties were there, developed and completely capable of doing the job.

Mr. Bounsall: But their in-service programs and their expertise in getting input from the teachers who need it into what those in-service programs are, still needs a lot of work and leaves a lot to be desired.

Hon. Miss Stephenson: I don't know of a degree of desirability that has yet to be met because there is even at this time a great deal of active participation, particularly at the local level, which is what we've been encouraging.

Mr. Bounsall: Then, you still run into the problem of uniformity, if all the demand is demand that results at the local level.

Hon. Miss Stephenson: As I just told you, the guidelines have been worked out over the last several years. This is a problem which has been addressed vigorously by Dorothy Dunn and her staff.

Mr. Bounsall: You're talking about inservice now?

Hon. Miss Stephenson: In-service as well.

Mr. Bounsall: My information from teachers involved and somewhat from the federation is that this still leaves a lot to be desired.

Hon. Miss Stephenson: I am sure there is an ideal for almost everything and we keep working towards those ideals.

Mr. Bounsall: But you had a good system before.

Hon. Miss Stephenson: I am not sure if we have reached the ideal there either.

Mr. Bounsall: You had a good system before. No amount of talking is going to bring the OTECs back but you had a good system before.

Miss Dunn: There has been a gradual shift from the ministry and board operated courses over to the universities, going back to 1975. In the summer of 1975 we had 4,350 people in courses. The faculties also had 4,000 because they were going all the

secondary ones.

By last year we only had 1,826 people in courses, whereas the faculties had 6,759. So the shift of programs over to the universities has been gradual in the summer as well. At the same time we have been working out guidelines which would be acceptable from the subject point of view and from the pedagogical point of view, extensive guidelines that have been distilled into a few basic criteria that must be the result of having completed a part of a course, or three parts, or whatever. There has been a gradual kind of turnover.

Mr. Bounsall: I was interested and a little concerned by the way it came out in your remarks. It may not have been a complete answer that has got me concerned. You mentioned the Ontario Teachers' Federation input on this committee with the deans of the faculties of education. Is that the committee that meets the deans of the faculties of education?

Miss Dunn: No.

Mr. Bounsall: Describe that committee again.

Miss Dunn: Each faculty has an advisory committee which is composed of representatives from the federation, school board representatives, the supervisory officer level and ministry people. The committee advises the dean of the faculty of education. There is one committee at each of the universities except in Ottawa where there are two, one for French and one for English.

Mr. Bounsall: Okay. I remember my train of thought more correctly now. You mentioned that one of those committees had been very active and you pointed to the Lakehead.

Miss Dunn: I could have easily pointed to Brock, which is also extremely active.

Mr. Bounsall: All right, the Lakehead and Brock. Is there a third?

Miss Dunn: Yes.

Mr. Bounsall: How extensively, through the 10, are the five or six meetings per year, which you classify as being very productive, being held? Miss Dunn: Laurentian is extremely active. Ottawa has had two meetings this year already, one French and one English. Queen's has had one meeting so far. They have two meetings a year—we nudge them if they haven't.

Mr. Bounsall: That's my concern. That really is my concern, that there are some that you still have to nudge, there are some that are doing the minimum required under the regulations, two per year. Surely it has got to be a concern to everyone in the ministry that that isn't a lot more effective? What is going to be done about that? Are they going to change the regulations to make it six? You still have some that meet only the regulatory requirements.

Miss Dunn: Yes, we have some that meet only the very minimum.

Mr. Bounsall: There are nods about it being a concern. What further are you going to do? The nudges produce only the two, as required, in some instances. You are nodding agreement. This is of concern to me. I don't see how we are going to have the type of in-service program you envisage unless there is an awful lot more.

Some have realized the need and have gone out and are probably holding the minimum number of meetings, five or six, to have any sort of joint committee operating properly. You have mentioned them, Brock, Lakehead, Laurentian and so on. That surely has to be of real continuing concern.

Let me ask another question. Knowing how useful these can be, are there regular meetings of the deans of education right across this province to rationalize their entire course offerings? How often do the deans meet and who are also at those meetings?

Miss Dunn: The deans meet at least once a month and I am usually invited. I can't think of any meeting they have had that I haven't been invited to. I haven't been able to attend one or two in the past, but I'm invited. They're having a meeting this Friday and Mr. Wilson, the assistant deputy, and myself will be meeting with them that day. They invite us to them.

Mr. Bounsall: Are there any teacher representatives at those meetings?

Miss Dunn: No.

Mr. Bounsall: Why not?

Miss Dunn: It's a deans' meeting, it's their meeting.

Mr. Bounsall: One of the criticisms partly covered is admissions to the general programs and so on, which I hear you're working to get some co-ordination on. Just how co-

ordinated is it through those meetings, and that would certainly be the vehicle with which to do it? Is it 10 or 11, if you count the two in Ottawa?

Miss Dunn: Ten faculties.

Mr. Bounsall: How co-ordinated are they on admission standards and course programs? Are they determined to get uniformity, as best they can, or are they trying to develop—which in this case I would say is not a desirable thing—special areas of expertise in the various areas? Just what way are they tending in those meetings?

Miss Dunn: Because they are all following the basic guidelines which are now enshrined in a regulation, there's uniformity on what's basic. Everybody must have something on school law, must know about the curriculum development from K to 13; these kinds of general things are common. There is a common application centre so that a student must apply to the one application centre with first, second and third choices so that they know exactly, they have a feel for that.

Mr. Bounsall: I notice the acceptances are all made centrally.

Miss Dunn: Not made, cleared centrally. [3:00]

Mr. Bounsall: Have you talked about admission standards among the deans?

Miss Dunn: Admission to university is a university prerogative.

Mr. Bounsall: We are talking about the faculties now.

Miss Dunn: The faculty of a university, and a university admission is—

Mr. Bounsall: Are you saying there is no problem in that area at all?

Miss Dunn: I don't think so, because again the market looks after itself. They are trying to get students in and they are talking about common admission standards, or at least qualifications, if you like.

Mr. Bounsall: They are talking about it? Miss Dunn: Yes.

Mr. Bounsall: As they are talking about it, there must be some, however small, problem.

Miss Dunn: No.

Mr. Bounsall: Why is it on the agenda then?

Miss Dunn: It's not necessarily a problem.

Mr. Bounsall: Surely it is not a very productive meeting to sit around and give themselves accolades. The topic wouldn't come up unless there is something of substance to talk about.

Hon. Miss Stephenson: Right.

Mr. Bounsall: Right?

Hon. Miss Stephenson: Yes.

Mr. Bounsall: What is the substance that they are talking about?

Hon. Miss Stephenson: I think you know as well as anyone that every single faculty at every university is looking very carefully at selection of appropriate students for admission to each of those faculties. It has been going on for some time. Many of them are looking much more actively than others, but it is not necessarily a problem.

Mr. Bounsall: Then surely that is of some concern. If some are looking at this area much more actively than others, why are not all of them looking at it actively?

Hon. Miss Stephenson: You mean some faculties of education were looking at it more actively than others? I meant some university faculties, such as medicine or engineering or whatever, were looking more actively than some others are.

Mr. Bounsall: You weren't commenting on the education faculties that we are discussing?

Hon. Miss Stephenson: No, but this is a matter of some concern which I have to tell you has been raised with some regularity by Miss Dunn and by—

Mr. Bounsall: Why are you so defensive when I ask what are the concerns?

Hon. Miss Stephenson: You are suggesting that it is a major problem and therefore that is the only reason it would be looked at.

Mr. Bounsall: I think Hansard will show I said a problem, however small it might be. I am trying to find out, if it is being raised—and it is being raised obviously—what is the concern in the area?

Hon. Miss Stephenson: I guess your definition of problem is different from anyone else's.

Mr. Bounsall: I wouldn't think so.

Mr. Wilson: Mr. Chairman, if I might just offer one comment, it seems to me one of the major concerns has been the procedure for acceptance, so a student has not been left in doubt about one place against another, and the application centre took care of a lot of that. There are, as there would be in law or in medicine, slight variances of criteria in terms of experience and other things as opposed to pure marks, but I don't think that side has been as much of a problem as it has been in making sure that a student knew where he or she would be accepted because of the different dates, until things got co-ordinated a bit. If we have created a concern I think it has been in that area.

Mr. Bounsall: It is only on the mechanistic side of it that there has been a problem.

Mr. Wilson: But I have this concern.

Mr. Bounsall: So they are meeting monthly, or eight or nine times a year?

Miss Dunn: Monthly. They met in September this year. Sometimes they meet twice. Usually eight or nine, yes, I would say that.

Mr. Bounsall: That has been a regular pattern of other faculties?

Miss Dunn: Yes. In addition, we have a teacher education forum, which had representation from the federation, from the deans and all interested groups. That was another input from OTF into teacher education. The other thing that occurs to me is that the federations themselves have teacher education committees in each area that liaise with the dean independently of the Minister of Education. They don't rely entirely upon the things that we set up. They create their own liaisons with the universities, as they did with OTEC when it was operating.

Mr. Bounsall: I have one last comment in this area, because we are running out of time. This is an area I had hoped to explore to a much greater depth. I wish you luck because the system had better work well. I don't think it is as co-ordinated a picture as you are painting here today. I am not doing anything else but wishing you the best of very fast speed forward in getting all the problems in this area sorted out.

We are still really in a transitional period in which there is a lot of uncertainty out there. There are a lot of problems, some problems in some areas in relating those local committees with the particular faculties involved. You also have to be interested in that proper liaison, that proper input, and that those proper solutions take place. We are not there yet.

I wish you the best of luck in getting there and getting there very quickly, but it may mean more and continued ministry involvement by perhaps more staff—I don't know—than what is taking place at the moment. This is not to downgrade the efforts that are being made by the individuals now.

One other topic before I leave this general area: In our teachers' college for this fall, what are the numbers of special education specialists who are there, as compared to the number of pupils who would be ending up as secondary school teachers?

Miss Dunn: As of October 1, 1979, the total number doing primary-junior is 1,166 and junior-intermediate is 693. We have a group of 130 which is at York completing

primary junior intermediate because they were concurrent students and caught in the change of regulation and are on the old system yet, in fairness to the students. Then the intermediate senior, which is the old secondary, 1,288; technological studies, 119; and there are five in the native peoples' courses, five native people in native-people teacher training.

Mr. Sweeney: Just for clarification: the 119 technical, that is secondary as well, but it is separated out as a special class?

Miss Dunn: That is right. The technological studies, yes. So that is secondary. Of those students, a total of 1,160, there are 1,100 or so in additional programs, and in the special education area we have 591 of those students spending extra time from their basic program and doing extra practice teaching. Probably some of them will be going on in the month of May to get their practice teaching in, to get an additional qualification in special education, because that is the area where we need teachers.

There are others. There are some doing librarianship, and French as a second language, but I think special education is the one you are most interested in.

Mr. Bounsall: Yes, that is one of the concerns I have. We have 591 in special education, for which we have a demand or can perceive a demand in the future, and we still have 1,288 plus 119 in the secondary, where we don't have much of a demand at the moment or cannot perceive one. There may be in some of the skilled trades a particular demand in some area, but we still have much more in the one area where there is very little demand than we have in an area of very high demand.

I don't think the market place is really effectively taking care of it, Madam Minister. We need to develop a more rational policy than just the market-place demand for the product, taking care of the students who are being trained in our teachers colleges. That is my point. We have 1,288 plus a portion of 119 for which there is not much demand, and relative to that, a high-demand area of only 591. We need more of a rational policy.

Hon. Miss Stephenson: This, of course, is the basic educational program. Miss Dunn has told you we are working with the faculties to introduce special education as a component of the basic educational program right across the board.

Mr. Bounsall: Yes. That won't be enough to make them specialists in special education.

Hon. Miss Stephenson: No, exactly.

Mr. Bounsall: It is just one of the components. Right.

Hon. Miss Stephenson: Yes. But the specialists in special education are not only those who are presently within teachers' college, but those who are training in in-service programs as well. I had that figure yesterday and now I don't have it.

Miss Dunn: I have that some place. Some of the special education winter courses haven't begun yet and that is why our figure

was tentative, as they are not all in.

Some of the courses were not beginning until November and so on, but there are a great number of teachers who are also taking special education in a winter course so they will be qualified by the end of the year. For instance, we have a group in Sudbury doing it now and they will be qualified by January.

Mr. Bounsall: You can provide me with

that figure later.

Miss Dunn: Yes, we can get that for you, the total number in winter courses now and what we anticipate on January 1.

Mr. Bounsall: Let me just close by saying that by closing down the two Ontario Teachers' Education Colleges you have taken out the last way in which government can really get directly involved in promoting some of your educational goals in the teacher training area, such as multiculturalism, sensitivity to a particular educational need or

curriculum change.

You are directly out of that. You are in the transitionary period, which one hopes will end shortly, but, having had experience on the way university senates pass calendar changes, may never end. You are in the ball game and in the position of having to try to influence the individual faculties of education. I don't, at this point and, certainly, in this transitionary period, see that as having been or being currently, a very happy state to be in. Thank you, Mr. Chairman.

Mr. Grande: I have one very brief point on that item.

Mr. Chairman: Yes. I remind the committee that I understood it to be the committee's wish that we pass this entire vote by 3:30—that's in 20 minutes—so we have a little ground to cover, Mr. Grande.

Mr. Grande: Thank you, Mr. Chairman. I have had correspondence with some people at the University of Toronto about the consultants in modern languages and I would like to know how many of those consultant positions exist? How many consultants does the ministry have in modern languages, to help, in terms of pedagogy, the modern languages teachers in the high schools?

Hon. Miss Stephenson: Within the ministry?

Mr. Grande: Yes.

Miss Dunn: The regional office people could be able to tell us, because that is where they are.

Dr. Fisher: We can get that data for you.

Mr. Grande: Okay. When the data arrives, if you wouldn't mind, I would like just one more minute, thank you.

Mr. Chairman: Shall items 7 and 8 carry?
Mr. Grande: If you carry them I won't get back.

Mr. Chairman: Perhaps we can just deal with it right at the end after we get the information, Mr. Grande.

Mr. Grande: All right. Thank you.

Items 7 and 8 agreed to.

Item 9, agreed to.

On item 10, Experience '79:

Mr. Sweeney: I have one question of the minister. To what extent was your ministry responsible for the fact that a booklet put out by the Provincial Secretary for Social Development (Mrs. Birch) identifying the various openings in Experience '79 had in it closing dates for applications that were earlier than the time the book was published? Those books were generally available, around April That is when they started being circulated, but there were some application closing dates in February. There is something screwy there somewhere.

Hon. Miss Stephenson: The secretariat is totally responsible for that publication.

Mr. Sweeney: Yes, okay. I realize we are going to deal with that, but I want to be sure I am hearing you saying your ministry was in no way responsible for holding that up.

Hon. Miss Stephenson: Holding it up?

Mr. Sweeney: Yes. When I ask the provincial secretary, I want to be sure that she can't come back and say, "I'm sorry but if the Minister of Education had given us the information in time we could have."

[3:15]

Hon. Miss Stephenson: If we were slow about giving the information, I'm sorry. I don't think we were. I think it was in on time

Item 10 agreed to.

On item 11, school business and finance:

Mr. McGuigan: I have a constituency problem regarding funding. Mr. and Mrs. Henry D. Cook of Wheatly have an eight-year-old child who goes by bus to the W. Ross Macdonald School for the Blind at

Brantford. Apparently there is no supervisor on this bus from London to Brantford. There is from Chatham to London but not from London to Brantford, This child does require supervision during the trip.

Hon. Miss Stephenson: We'll look into that. I knew of no reason the supervisor should suddenly disappear at Chatham. We'll find out.

Mr. McGuigan: You're saying it is policy to have a supervisor?

Hon. Miss Stephenson: If there is a requirement for supervision, that is provided for in the funding mechanism which is made available. If that child needs supervision that supervision is supposed to be provided. I'll try to find out why this peculiar situation exists.

Mr. McGuigan: Should I pursue that through your ministry?

Hon. Miss Stephenson: Yes.

Mr. Bounsall: Because of the lack of time I won't repeat anything I said in the opening comments, during which I dwelt in some length on the financing. There is one point that the minister mentioned in reply which caught my attention though, and I've done some calculations on it. This was the reply that the property tax credit had taken up the percentage slack that it appeared the ministry had dropped in direct financing over the years.

I've done some very careful calculations, all taken from the Ministry of Revenue's own published figures, and I'm using the estimated number which was right on in other years for the 1979-80 figure at \$455 million. The total Ontario property tax credits paid from 1974 until now have gone up by 18 per

cent.

The principle that clearly emerges is that the property tax credit has come to be a lesser and lesser part of the total taxes paid by the average taxpayer in Ontario. I can give you examples at the \$5,000 and \$15,000 levels and it's true in both instances.

Over that same period, the municipal por-tion of property taxes has gone up by 61 per cent—these are all separated out by the Ministry of Revenue-and the school board taxes in that same period have gone up by 76.6 per cent. If you take that same ratio of this year's estimate by the Minister of Revenue-they've been fairly close in other years - at \$455 million that ratio increase is very reasonable. You can do it a bit more exactly in each of the other years if you want to, but it works out to the same thing. I've tried it in one other year and it shows that roughly \$254 million of that would

have been in lieu of education taxes. When you add that on to the school business and finance portions here, if that's all counted in, one finds that one has a figure which would represent a return of 57.5 per cent for the 1979-80 year, not near the 61 per cent that we had in the year 1975.

Hon. Miss Stephenson: I didn't suggest that it was.

Mr. Bounsall: So we are not nearly there. A week ago today your comment-again I don't have the Hansard on this, but I noted it in order to make that calculation-was that the property tax credit was such that one would have very closely returned it to what those former per cent fundings were, and it doesn't.

Hon. Miss Stephenson: What I said was, slightly over 57 per cent.

Mr. Bounsall: I'm glad to know your figures agree, and we're not nearly there. It shows that the property tax credit can in no way be used by anybody as an argument that in any way compensates for the decrease in provincial funding to school boards in this province. It doesn't, to what it has been over the years.

Hon. Miss Stephenson: May I respond to that?

Mr. Bounsall: It's only a shade over 57 per cent.

Hon. Miss Stephenson: Mr. Chairman, we acknowledge that there has been a decrease in the percentage of provincial support from 1975 to 1979, but if you really look at it, the total school board expenditure, provincial grants and local taxation have all increased at about a comparable rate of about 140 per cent from 1970 to 1979. Total school board expenditures actually increased by 140.4 per cent. Provincial grants increased by 142.4 per cent. Local taxation increased by 138.2 per cent. During the same period of time the consumer price index increased 96.5 per cent.

In the same period the property tax base in the province has grown by more than 44 per cent, due to additions to the assessment roll, which means that although local taxation increased by 138.2 per cent the average mill rate increase has been 64 per cent, which is considerably less than the

consumer price index.

Provincial grants were 51.5 per cent of the total school board expenditure in 1970. and this year they are 51.95 per cent of the total school board expenditure in the province. If, in addition to the property tax credit which you mentioned at the level of 57.7

total, we also include teachers' superannuation payments—which are not insignificant—for 1970-79, the rate of provincial support in 1970 was 53.3 per cent total, including the grant and the superannuation. In 1979, if you include the grant, the tax credit and the superannuation, it's 61.3 per cent of provincial funding for educational purposes.

Mr. Bounsall: What's the difference from

1975 on?

Hon, Miss Stephenson: We are talking 1970 to 1979.

Mr. Bounsall: Yes, and I talked 1975 to this current year. Look, you can go back to 1932 and take that as your base, too.

Hon. Miss Stephenson: Let's go back to the last Liberal government, let's try that one instead, when it was 15.6 per cent provincial support for education.

Mr. Bounsall: But you can't argue, as you did here, that the property tax credit makes up the difference. I agree with you. We are both in agreement at 57 per cent; that is not 61 per cent.

Hon. Miss Stephenson: I didn't say it made up the difference.

Mr. Bounsall: I just agreed with you that we are both now in agreement on 57 per cent. What the ministry has to acknowledge is that there is, in fact, a steady decrease in funding over the last four to five years. Why do you fight so hard to acknowledge that you haven't decreased funding over the last five years, even with counting in the superannuation?

Hon, Miss Stephenson: I just said we acknowledged that there had been a decrease in the provincial rate between 1975 and 1979. I accept that.

Mr. Bounsall: Are you happy with that situation?

Hon. Miss Stephenson: I am telling you this is the situation if you compare the years between 1970 and 1979 in which all of those factors can be considered appropriately. I told you earlier that our goal is still what it has been set at, 60 per cent. I don't know how long it is going to take us to get there.

Mr. Bounsall: I assume that I will not have them, whenever it might occur—it doesn't occur that often and it hasn't occurred yet on this point—any ministry official at a meeting saying that the property tax rebate in point of fact makes up the totality of the provincial decrease.

Hon. Miss Stephenson: No, I never said that.

Mr. Bounsall: We have had problems this spring with some of your officials saying at

meetings that there has been no decrease at all, and the parliamentary assistant says that quite frequently.

Hon. Miss Stephenson: In absolute dollar terms, there hasn't been. If you are talking percentages—

Mr. Bounsall: Certainly we are talking percentages. We haven't even counted inflation in the figures we are talking about today. If you wanted to talk dollars you've got to bring in the inflation component. I think it has been relatively silenced, except a couple of times with the parliamentary assistant in Bill 19, that there haven't been any cutbacks. I am just anticipating that the next person we might run into at some time may say the property tax credit completely makes it up. You and I are in agreement that it doesn't. We won't expect to hear this from an official on a public platform.

Hon. Miss Stephenson: There is one other statement you made, about education expenditures in Ontario ranking low in comparison to other provinces.

Mr. Bounsall: Right. Per capita.

Hon. Miss Stephenson: If you look at Statistics Canada data which was released in July of this year, this province ranks first in terms of total school board expenditures—

Mr. Bounsall: For per-pupil grant?

Hon. Miss Stephenson: Per capita, and second, in terms of expenditure per student.

Mr. Acting Chairman: We have two more speakers on this particular item.

Mr. Bounsall: I will have a look at those again then.

Mr. Acting Chairman: Anything further, Mr. Bounsall?

Mr. Bounsall: That's fine.

Mr. Acting Chairman: Mr. Sweeney.

Mr. Sweeney: I would just draw to the minister's attention that in 1972 the funding figure was 60.1, in 1973 60.9, in 1974 60.8, and in 1975 61.5. Am I correct or not?

Mr. Bounsall: With the property tax rebate and the teachers' superannuation?

Mr. Sweeney: No, just the percentage of provincial funding.

Hon. Miss Stephenson: In 1972, 59.7; 1973, 60.5; 1974, 59.4; 1975, 61.3.

Mr. Sweeney: So there are two years in which we have about a one percentage point difference?

Hon. Miss Stephenson: Yes.

Mr. Sweeney: I think the minister will agree that the 60 per cent level which had been established back in 1969, with the ex-

ception of the one year—was it in 1970 or 1971 you said it was 55?

Hon. Miss Stephenson: In 1970.

Mr. Sweeney: Yes, with the exception of that one year, going back to 1969 there was a pretty consistent holding at about 60 per cent. Agreed?

Hon. Miss Stephenson: Since 1971.

Mr. Sweeney: Yes. I just heard the minister say that there was—I am not quite sure how you put it—an intent by the government to get back to that 60 per cent?

Hon. Miss Stephenson: I said it was a goal; an aspiration was what I said.

Mr. Sweeney: It has taken the government of which you are a member about four years to drop from that average of 60 per cent to close to 50 per cent. Do you foresee that it is going to take the same kind of turnaround? Can you give me any indication at all as to what is the long-term funding planning of the government, the cabinet, the treasury—somebody?

Hon. Miss Stephenson: It depends upon the economic position of the province and the revenues available. It might take longer than four years, I don't know.

Mr. Sweeney: That is not very comforting.

Mr. Bounsall: What percentage increase are you fighting for this year in your budget?

Hon. Miss Stephenson: In my budget, specifically?

Mr. Bounsall: Yes.

Mr. Sweeney: When are you going to turn it around? Can you tell me that? I mean at what point—

Hon. Miss Stephenson: No, I can't tell you.

Mr. Sweeney: Surely there has to be someone in government to say what they are going to attempt to do over the next five to 10 years, and at what point they are going to reverse this downward spiral? The converse question is, is it going to continue? [3:30]

Hon. Miss Stephenson: Yes, 1984 is the year the Treasurer has projected the problem of the cash requirements will be solved. I would anticipate immediately thereafter there would be modification.

Mr. Sweeney: I'm sure I'm not telling you anything new of the anxiety and frustration of school boards across the province in watching your percentage contributions, which have slipped every single year for the last four years. They don't have any idea whether it's going to continue in that pattern, whether you're going to stabilize it or whether

you're going to turn it around. That is part of the problem facing education in this province.

We talked earlier about this whole question of lack of stability and lack of assurance as to where we're going. We're guessing. We're trying to outguess the minister year by year. Both of us would agree we expect our boards to make some kind of long-range plans, and yet they don't know what they can do because they don't know what you're going to do.

Hon. Miss Stephenson: There is some reassurance, it seems to me: the grant per student has risen every year. In one year within the past decade there was a slight reduction in the per-pupil grant, was there not?

Mr. Sweeney: Excuse me, let me clearly separate the approved expenditure ceiling per pupil, which goes up every year—

Hon. Miss Stephenson: That's right.

Mr. Sweeney: —as opposed to your share of the funding. We talked earlier about how you can raise the per-pupil ceiling, but if you correspondingly reduce your share of the funding it becomes meaningless.

Hon. Miss Stephenson: I'm talking about the provincial grant per pupil.

Mr. Sweeney: Yes, I understand that. But the boards are still faced with trying to make some kind of planning as to the share of money they're going to get from you, the share they're going to have to raise from the local taxpayers and their sheer political ability, for no other reason, of being able to raise it from the local taxpayers simply to stay even. It's this whole uncertainty I'm trying to come to grips with. If you were to say very clearly one way or the other, "This is what we plan to do," that would be helpful.

Hon. Miss Stephenson: I think we have said that to the boards.

Mr. Sweeney: The message is not getting across, because I've had an opportunity to talk to a number of trustee groups. That's the one common complaint: "We just don't know where the government is going, and it's literally impossible for us to make any plans."

Mr. Cooke: Wouldn't it make a lot more sense, instead of collecting the money from the taxpayers in property taxes, to go to the people and the corporations of Ontario and explain to them that you want taxes collected in a fair and progressive way? Then transfer it to the school boards. Why do you have to wait until 1984? That money is being collected, but it's being collected through a

regressive property tax. Doesn't it make a lot more sense for you to go to the people of Ontario and collect the money in a progressive way?

Hon. Miss Stephenson: Even in the report Dr. Jackson wrote, he suggested very strongly there should be property tax components for education at the local level.

Mr. Cooke: I didn't say there shouldn't be.

Hon. Miss Stephenson: I'm not really sure everyone shares your view that property tax is a regressive tax if it's based upon the most accurate, recent information available.

Mr. Bounsall: It gets more and more regressive with each year. Even with all the property tax credits added in and everything else, it gets more regressive.

Hon. Miss Stephenson: That's your view. I'm not sure that is universally shared.

Mr. Bounsall: First of all, we beat John White on it very thoroughly in the one year he tried to say it wasn't regressive. The situation has become worse every year since in its regressivity.

Hon. Miss Stephenson: It hasn't become worse every year since, because the property tax credit has certainly provided some relief from that.

Mr. Bounsall: But it's going up much more slowly than the property taxes. That's the point. It becomes more regressive each year because the tax credit increase is much smaller in percentage and in dollar terms than the increase in school board costs and property taxes each year. The average increase over the 1974-79 period was 65 per cent when you count in both school and property taxes. The property tax credit increase was 18 per cent, and it's a steady increase from 1974 to 1979.

Hon. Miss Stephenson: From 1970 to 1979, the actual increase in property tax was less than the increase in the consumer price index, quite specifically.

Mr. Cooke: You're talking apples and oranges.

Mr. Bounsall: Yes, we're talking about regressivity of taxation. Property tax credit has not kept up with the taxes on property. In fact, it's a factor of over three less.

Mr. Sweeney: The minister brought in the question of the Jackson report with respect to collecting funds for education. One of his other recommendations was that all commercial taxes collected for educational purposes should be collected by the province at large and redistributed on the basis of per-

pupil need or however. What is your reaction to that particular recommendation?

Hon. Miss Stephenson: In some ways it's an extremely attractive proposal. I can promise you it would probably cause a revolution in the city of Toronto.

Mr. Sweeney: But would it not, to a large extent, and I stand to be corrected here, resolve part of the dilemma between the whole Metro funding business? One of the points that came across at our committee hearings was the strong disagreement between those supporting Metro funding and those opposed to Metro funding. The point that came up was the only reason you need it is because the big dollars, primarily commercial dollars, are in the city of Toronto.

Hon. Miss Stephenson: And need to be distributed.

Mr. Sweeney: And need to be distributed. I'm just following the line of argument. I'm not sure one way or the other if it's the right thing to do. I'm wondering where your people are at. If you follow through, that would seem to resolve that dilemma.

Hon. Miss Stephenson: It provides for greater centralized control of funding of education, which may or may not be appropriate. I don't know at this point.

Mr. Sweeney: But it doesn't interfere at all with the boards' continuing ability to raise taxes on the residential base.

Hon. Miss Stephenson: No, or institutional or industrial base.

Mr. Sweeney: Or whatever else, yes. We're talking of primarily commercial money as far as I understand it.

Hon. Miss Stephenson: Was it institutional as well as commercial/industrial? I think it was all three, so it would simply leave the residential property tax to the local board.

Mr. Sweeney: So at this time all you can say is you're looking at it?

Hon. Miss Stephenson: Yes.

Mr. Sweeney: Will that be part of your announcement later on?

Hon. Miss Stephenson: Yes.

Mr. Sweeney: Okay. I have a couple of other questions. With respect to this uncertainty business, can you tell me where your ministry is at on the continuing funding of community school programs?

Hon. Miss Stephenson: Not at this point. I can't tell you because we're awaiting a report of the committee which has been looking at the study done and awaiting its recommendations.

Mr. Sweeney: Are you aware that most of those contracts run out at the end of the calendar year?

Hon. Miss Stephenson: Yes.

Mr. Sweeney: A number of boards have contacted me. I'm sure they've contacted you as well. They have said, "Once again we're hanging"—what's the word you use?—"limbo or purgatory." I forget which one you chose—

Hon. Miss Stephenson: Limbo.

Mr. Sweeney: —"because we've got programs that are hopefully going to be ongoing, but we've got to tell people now it looks as if everything's finished by December 31."

Hon. Miss Stephenson: I would anticipate the report from the committee be available to us by early December.

Mr. Sweeney: It's still pretty tight.

Hon. Miss Stephenson: Yes.

Mr. Sweeney: Can I ask you for an assurance they will be given an answer before the end of December?

Hon. Miss Stephenson: I would hope so, because it would be a part of the information shared by all boards before that time.

Mr. Sweeney: Is the decision a reflection of the quality of what's being done, the value of what's being done, or the dollars available to do it?

Hon. Miss Stephenson: Initially, the grant was an incentive to encourage school boards to become involved with this kind of program. It's been successful in a number of areas, not universally, as you know. But as a result of it there have been a number of groups come together to provide a kind of organizational pattern which is useful and which has been incorporated into the regular funding mechanism.

The committee was asked specifically to study the success rate and to give us its opinion about the requirement to continue this kind of incentive program.

Mr. Cooke: Is this the \$10,000 grant you're talking about?

Mr. Sweeney: To individual school boards to run a community school?

Mr. Cooke: The total would be the \$10,000 grant?

Hon. Miss Stephenson: We should have that by early December.

Mr. Sweeney: Okay. I raised in my opening statement the question of a declining enrolment factor. We talked back and forth of the two sides of the argument. You didn't choose to respond at that time. Do you have any information for me now?

The basis of my argument, as you will probably recall, is there is a sufficient difference on the impact from board to board that would argue, at least in my judgement, for a declining enrolment factor as opposed to the feeling of some of your senior financial officials that it's no longer necessary because everyone is being affected the same way. There's a very strong difference of opinion there. Can you tell me where you're at with that?

Hon. Miss Stephenson: We looked very carefully at the problems faced specifically by small boards last year and provided a weighting factor, as you know, for some small boards because they seemed to be having greater difficulty.

Mr. Sweeney: I'm aware of that.

Hon. Miss Stephenson: When we announced that we also announced this was the first step in a program which would attempt to deal with the problems raised by boards as a result of declining enrolment. I anticipate we will be making a further step this year in the general legislative grants.

Mr. Sweeney: I would have to interpret that to mean you're going to introduce some version of a declining enrolment factor.

Hon. Miss Stephenson: I'm not sure whether you'd call it that or whether it would be some other kind of factor to deal with the problems which occur for boards as a result of a fairly dramatic decline in enrolment. There are some officials in school boards particularly the small school boards, who feel very strongly there shouldn't be a declining enrolment factor.

Mr. Sweeney: As I said at the beginning, there is a difference of opinion out there. That's understood.

Hon. Miss Stephenson: Yes. There's more out there than there is in here.

Mr. Bounsall: If there was more consensus out there and that consensus was to build the factor in, then the ministry would grant it?

Hon. Miss Stephenson: I'm not sure that would be so.

Mr. Bounsall: So it's the opposite view?

Hon. Miss Stephenson: No, not necessarily.

Mr. Bounsall: You said there was more consensus inside. On which side does it fall?

Hon. Miss Stephenson: I said there was less dissension inside than there was outside about this. I was simply stating a fact.

Mr. Bounsall: Not more consensus?

Hon. Miss Stephenson: No, less dissension.

Mr. Bounsall: Just less dissension, less discussion.

Hon. Miss Stephenson: Not less discussion, less dissension.

Mr. Bounsall: You just haven't reached a consensus-taking point yet?

Mr. Cooke: Why don't you speak straightforwardly and tell us which way you're leaning, or where the consensus is in the ministry on a declining enrolment factor?

Hon. Miss Stephenson: Because we've not made a decision at this point.

Mr. Sweeney: Since the minister raised the question of separate school board financing, I want to come back again to one point I raised earlier and didn't get an answer to, then another one which is probably part of the same question.

My understanding of the basis of the grant system is boards in the same general area in other words with similar resources should end up having to assess a mill rate which is comparable in order to end up with providing roughly the same kinds of services.

The example I quoted was the city of London. The two boards there are roughly comparable in every way, levying exactly the same mill rates, but the London public board will have a surplus in the neighbourhood of \$500,000 and the separate board will have a deficit in the neighbourhood of \$300,000. Its actual deficit will be a little bit lower than that because it's got some surplus funds from previous years to apply to it, but the bottom line deficit is close to \$300,000. I understand that's expected to continue to get wider over the next three years.

That would seem to suggest there is something wrong with the grant system between those two types of schools. I'm fairly familiar with the grant system, and I tried to raise the obvious questions and I got reasonably satisfactory answers. Has something changed in the system in the last few years? Is there something inherently unbalanced in the system? Can any of your officials tell me? [3:45]

Hon. Miss Stephenson: The statement you made is true for recognized ordinary expenditures, but it's certainly not true for the unapproved expenditure.

Mr. Sweeney: I'm sorry. I should have made that clear. I was referring only to operating grants. I wasn't talking about the extraordinary expenditure. We're talking of at least 85 per cent of their money in operating grants. That's pretty traditional from board to board. That's where the big dollars are.

Dr. Benson: To follow up on that a little bit, the grant plan is designed to ensure that all school boards have exactly the same mill rate for the same level of service. We're talking now of cases of recognized ordinary expenditure. It also holds true for recognized extraordinary expenditure.

You raised the question about London. There is another set of issues in that the London-Middlesex board serves both the city of London and the balance of the county of

Middlesex.

Mr. Sweeney: Right.

Dr. Benson: In the past, the board has tried to match the mill rates levied by the board of education for the city of London portion and the Middlesex board for the Middlesex county portion, which might—and we don't know, we'll have to look through the figures—explain why there is a slight difference in the mill rates in that respect.

Mr. Sweeney: There again my understanding was, for the same geographical area, if you offer roughly the same service and levy the same mill rate you should end up with similar bottom-line figures. That's my understanding of the intent of the system.

Dr. Benson: That would be true.

Mr. Sweeney: It's not expected it's going to work 100 per cent perfectly. The differential I'm talking about is in the neighbourhood of \$800,000. That's getting kind of far out of line. It's particularly difficult for separate school boards, as you well know, because they don't have the resources to pick up that difference from their tax base. They don't have the local tax base.

Dr. Benson: Just to reiterate. If we're talking about Kent county or Windsor, where the boundaries are basically the same for both the public school board and the separate school board, they would basically have the same mill rate for the same level of service as long as they worked within the recognized ordinary expenditure ceilings.

Our regional office has looked at this very carefully. The London-Middlesex Roman Catholic Separate School Board is offering basically the same level of service throughout the county, and it's a basic level of service that is higher in terms of expenditure per pupil than that offered by the Middlesex County Board of Education.

Mr. Sweeney: Okay, I follow that.

Dr. Benson: The London-Middlesex Roman Catholic School Board is matching the Middlesex County Board of Education mill rate for the Middlesex portion, which could explain why its revenues are slightly lower and you have the discrepancy you address. But we'd have to look very carefully at those figures to see. There may be a few other circumstances as well.

Mr. Sweeney: Let me put the question in a slightly different context. Are you aware of similar things happening in other areas between two boards where the boundaries are more coterminous than the ones we've just talked about? What I'm really looking for is, does it appear there is a flaw appearing in the system with respect to these kinds of examples?

**Dr. Benson:** No, not with respect to expenditures recognized for grant purposes.

Mr. Sweeney: I guess I'll have to get some more data. I was given the impression that several separate school boards were starting to see this kind of discrepancy. Your evidence would not support that.

Dr. Benson: We have been very careful in stating that. It's not with respect to those expenditures recognized for grant purposes. If there are unapproved expenditures then that is another issue completely.

Mr. Sweeney: I understand that one. I know that's another issue altogether.

I have two short questions.

With respect to the same issue, the minister will understand the difficulty separate school boards face in getting a share of the corporation commercial taxes. I have a series of letters here, addressed to the director of education for the Lincoln County Separate School Board. These letters are from various corporations to which they address their attention trying to get some of the funds.

The letters are very similar. Let me read one from the Toronto-Dominion Bank, because it is basically the same story in every one of the letters. I wouldn't be surprised if you don't have copies of these. They go through and explain what all the problems are; for example, not being able to determine at any one point how many of their people are RC separate school supporters, but it is this last paragraph I want to direct your attention to:

"Because of the difficulty in determining shareholder religious affiliation, and despite numerous approaches by various separate school boards, most major corporations in Ontario have directed their assessment to separate school support. It is this bank's view that the problem of apportionment of assessment requires legislative amendment before it can be satisfactorily resolved."

The tone of that one paragraph and the tone of all this correspondence is that essen-

tially the present legislation is unworkable. Two questions: the first obvious one is, and I am sure you are as aware of this as I am, do you have any intention of changing the legislation so that it could be more workable?

Hon. Miss Stephenson: I can't read your-

Mr. Sweeney: Madam Minister, this has been a long-time issue and there doesn't seem to be any evidence that the government has made any attempt to change it, and whenever it has been brought up—and it has been brought up frequently, as the record will show—the answer is, "We will look at it." Can I get something a little clearer or firmer than that?

Hon. Miss Stephenson: I am only a shorttime minister in this area, so I shall have a look at it to see if there is something we can do, I promise you that.

Mr. Sweeney: Would you agree that a law or a portion of law which is, in effect, inoperable is not good law?

Hon. Miss Stephenson: I am not sure the law is inoperable. One wonders whether there is some structural impediment within the wording of the law which makes it less effective than it was intended to be in the first place, but I am certainly willing to have a look at it.

Mr. Sweeney: Let us put it this way, I think it is fairly well established that roughly about a third of the population of the province, 30 per cent maybe, tend to be separate school supporters. The separate schools across the province get something less than 10 per cent. I don't know what the figure is, but it is something less than 10 per cent of commercial corporation assessment; so we have about one-third of the potential. The law can't be operating in the way it was designed to operate.

Hon. Miss Stephenson: Recognizing that there obviously have been some difficulties, some of which may have been on the basis of legislation, some of which may have been on the basis of attitude bias or whatever in the past, the general legislative grant plan was designed to equalize, as much as possible, all assessment across the province. What you are telling me is that in spite of our best efforts to do that, that equalization is not as great as you think it should be, as fair as you think it should be, as equal as you think it should be?

Mr. Sweeney: No. We will ask once again that you investigate it and see if you can do something about it. My last question again has to do with an issue that I raised in the opening remarks—and I haven't had an answer—and that is: Has the ministry embarked upon any cost analysis of new programs which it introduces to the system? The reference, of course, is that boards complain, "You throw them out and we have to carry the burden." Can you briefly explain it to me?

Hon. Miss Stephenson: The mechanism, did you say?

Mr. Sweeney: Just some idea, so I will understand what you are doing. Can anybody?

Hon. Miss Stephenson: As you probably know, by cabinet minister and management board order, before any new program is introduced through legislation or regulation, to make an accurate assessment of the cost of providing that program our financial wizards go through all the information which can be developed related to the provision of that program and make the most careful estimates of the cost. That has to be presented before any program or any legislation can be presented.

Mr. Sweeney: Will that be made known to boards of trustees on a general basis before you mandate new programs?

Hon. Miss Stephenson: I am sure general information about it will be part of our presentation to boards of trustees.

Mr. Grande: Mr. Chairman, I hope to be very brief indeed. I want to try to get some opinions from the minister about the grants for special programs I was talking about the other day. It is not going to take as long, I hope

It is an established fact that provincial money goes to Metro and it takes between 15 and 17 months for that money to get to the local level to meet those needs. It's established right now that the Metro level does not pass on the amounts of provincial funds for special services—namely special education, English as a second language, French, innercity, et cetera—to the local boards; it uses them for other purposes. That fact was established last year when the province provided \$3 million more for English as a second language and it never found its way to the local level.

In reply to a question in the Legislature, the minister talked about providing services for the Indochinese children in terms of current programs and services, which means the Metro level waiting period is bypassed, in essence. I accept that People in Metropolitan Toronto, including parents, have been

really vocal about these programs, namely special education, innercity and French. Many of the briefs presented during the Bill 19 hearings dealt with those particular areas.

Are you in any way thinking of either of these two directions: trying to persuade Metro to give the local boards the money as rapidly as possible and not waiting 15 to 17 months so the local boards can fulfil the needs of those children within their particular boundaries; or bypassing totally the Metro level in terms of these special needs? I would like a reaction.

Hon. Miss Stephenson: There are a number of possible alternatives, including the two you mentioned.

Mr. Grande: When will we know what is going to take place?

Hon. Miss Stephenson: You will have to know at the time the general legislative grants are made public.

Mr. Grande: If I read you correctly, you are saying that at the time of the legislative grants you are going to be doing a similar number as the heritage language program. Are you going to say this is the amount of money we are going to give to the local boards for performing this particular task, and the local boards know exactly how much they are getting for a class of 25 or 15, or whatever, so there is no way Metro could use those funds for other purposes?

Hon. Miss Stephenson: The heritage language money goes to the Metro board.

Mr. Grande: I understand, but I also understand that all the heritage language funds filter from Metro to the local level and Metro cannot use them for another purpose. In other words, that money is earmarked for that function, whereas these other moneys—

Hon. Miss Stephenson: As I suggested to you, that was one of the alternatives we are looking at very carefully right now. There are others.

[4:00]

Mr. Grande: You are aware, of course, because you answered one of my questions on the Order Paper, that the Metro level itself saves the ministry, in terms of provincial funds, around \$14.8 million in just one year. Is that perhaps the reason for maintaining those particular structures?

Hon. Miss Stephenson: I wasn't sure the Metro level saved us anything.

Mr. Bounsall: If you think it wasn't, what was the reason for retaining them at all?

Hon. Miss Stephenson: Why do you say it saves us money?

Mr. Grande: I have the figures. For instance, for the elementary level Metro, as allocated by Metro board, has a figure of \$84,643,000, and the provincial grants that go to the Metro level are \$94,843,000. For the secondary, Metro divvies up \$87,888,000, and the provincial funds are \$92,465,000. On a very fast calculation it seems you will save about \$14.8 million by having Metro allocate to the area boards instead of dealing with the area boards directly.

Hon. Miss Stephenson: I want to take a look at that because I'm not sure I really understand what you are saying.

Mr. Grande: It was a question on the Order Paper that you answered on October 11, 1979.

I would like to see if I could find some kind of a commitment here, because this area is of real concern to many people: people in the particular board of education that I happen to be representing and people in North York where real needs of kids are not being met.

What you are saying is that you are seriously taking a look at the two possibilities, and others—one in terms of persuading the Metro board to say, "Look, all the provincial money that you get for these particular special services, the grant money, should be bypassed directly to the boards as fast as possible, within months." In other words, it is using the same kind of thinking as you did for English as a second language programs for the Indochinese children.

Secondly, if Metro does not seem to comply with that, the other possible choice you have is to totally bypass Metro and deal with the area boards in these special areas.

Hon. Miss Stephenson: There are other alternatives as well. We are looking at all of them right now.

Mr. Bounsall: Is one of those other major alternatives the abolition of the Metro board, as Robarts recommended?

Hon. Miss Stephenson: We've been looking at that as well.

Mr. Bounsall: Is that one of the other major alternatives you mentioned? You mentioned other alternatives; is that one of them?

Hon. Miss Stephenson: It has to be a part of our consideration.

Mr. Bounsall: This would all come down before you announce the new levies.

Mr. Grande: By the end of December.

Mr. Cooke: Every day in the Globe there will be something about this ministry.

Item 11 agreed to.

On item 12, supervision and legislation:

Mr. Cooke: Since we are very short of time maybe I could just ask the ministry to send me some information at the appropriate time. I would like to know what the status of the various boards is on the—as you want me to call it—leaving school early programs. I would like to know how many boards have specific staff members to handle those programs.

I understand that for the students who go through this program the boards still get their per-pupil grant. The board I was associated with did not take that money and set it aside specifically for that program. I wonder if it wouldn't be more appropriate to devise something in your grant program whereby that money is set aside so that boards are forced to set up programs to make the leaving school early program work?

I think what happens in many cases is that they simply take this money, put it in their pot and use it for children who are attending the regular school. I don't think that's appropriate because I think if the proper staffing is put into this program it can work very well. Some boards have made it work very well.

Hon. Miss Stephenson: The general philosophy of the general legislative grants is that they are global grants to boards. There are certain weights that are given to certain factors, but the decision about the distribution is, in most instances, based upon the experience and the decision of the board. We don't often direct specific—

Mr. Cooke: No, I realize that.

Hon. Miss Stephenson: That is an interesting suggestion. We have some information for you, but I don't think we have all of it.

Mr. Cooke: Maybe when it is pulled together you could send it over, rather than going through the time of the committee today. I do have statistics from years before. As I say, I think it's a very useful program if the boards set up the appropriate programs as backup services.

Item 12 agreed to.

On item 13, research and evaluation:

Mr. Sweeney: I have two short questions. First, does the minister have any answer for my request for research information on closing small community schools? That was raised in the opening statement. I had described three or four variables which I felt needed to be researched before some of the decisions which are presently being made go ahead. Is anybody doing any research in that area?

Hon. Miss Stephenson: Yes, but it hasn't anything to do with closing. It has to do with programs in small secondary schools. At the moment we're not doing any research in this area but, as I told you, we are sending two boards suggestions regarding the procedures which should be carried out. We found them useful as a result of the experience of other areas and some jurisdictions within Ontario as well, and meeting the requirements of the public input regarding closings.

In addition, there are some strong suggestions about the ways in which those school buildings, if they are declared redundant, may or could be used. That information is going out to boards. They will have an opportunity to respond to all the suggestions within that document and send them back to us. From that we shall compile a numbered memorandum which will go out.

Mr. Sweeney: I recall the detail in your opening statement with respect to your suggestions to boards, and that's fine. My concern, however, was that boards are making decisions to close, based upon what I think is inadequate knowledge. For example, what do we know about the amount of money that is really saved? For example, what do we know about the impact on the kids, on the community, on family-school relationships, when you close the school? For example, what do we know about the real educational advantages or disadvantages of a samll school?

Hon. Miss Stephenson: That is one we're looking at.

Mr. Sweeney: Surely it's on the basis of these kinds of things that the boards will say whether it seems valid to close or not to close. The concern that I have had expressed to me, and I'm sure to you too, is from people saying, "We don't necessarily agree for the reasons being given." Obviously there is some very personal involvement in those.

If a board could answer those kinds of questions, in other words say, "We have research that shows: one, two, three, four, five," I think the acceptance of that decision would be much higher. It will never be complete, no matter what information you give, under some circumstances. But I think the board, and to a lesser extent the ministry, in terms of their overall responsibility, are in a somewhat weak position when they try to persuade people that it is good for them to close schools.

Hon. Miss Stephenson: We will be looking at it from the basis of the provision of program with limited enrolment and the validity of making decisions related to that basis of program.

I am aware of one study that was done— I can't remember where it was, but it seems to me it was an American one, which was reported not very long ago—which came to the conclusion that no school should ever close. That was interesting.

Mr. Sweeney: I recognize the time factor. Can I get into the second part of this: the evaluation? I understood from the minister's opening remarks that their main thrust at the moment in evaluation is on the evaluation pool.

Hon. Miss Stephenson: Assessment pool.

Mr. Sweeney: Assessment pool, whatever you choose to call it. I also understand from other sources it is bogged down and is going to take a long time to go anywhere. Could someone please tell me where it is at, when it will be operational and how many of the basic questions it will be able to answer?

Mr. Hildebrand: Mr. Chairman, we are moving forward in eight subject areas. It is our expectation we will have materials in the hands of classroom teachers as of September 1980 in English, intermediate division; mathematics, junior and intermediate division; chemistry, senior division, physics, senior division; history, intermediate division; geography, intermediate division; grades six to 10, anglais and français. They will probably appear in January 1981, because they started later.

All of the contracts are moving well. There are some problems with the English in that we're cutting new ground in oral speaking skills and listening skills. Quantities will not be considerable. At least we will be foreshadowing where it is and in what direction we're moving.

No one in any other jurisdiction is any further ahead in this project than we are in Ontario. In some respects that's an impediment, because we cannot find the answers to many of the questions we are asking now by going to "experts" in other areas. There are no experts in other areas. It's going to be a slow developmental process getting started.

Mr. Sweeney: Along that line, how much of what you're doing is original, as opposed to gathering in what other people have used?

Mr. Hildebrand: All of it is original. That was the basic intention in starting it. If you are going to get acceptance by the teachers of this province they have to be intimately associated with it from the start. It was a deliberate strategy to involve them. It is the product of Ontario teachers that will be seen in the classrooms in September 1980.

Mr. Sweeney: I may have phrased the question poorly. By original, I mean some-body on your staff is actually designing it as opposed to taking a test instrument being used some place else, bringing it in and doing some collating. It's not the latter?

Mr. Hildebrand: No, it is not the latter at all. We are managers of the project not the makers of the items. We're not creating tests, we're creating pools of instruments which may in the long run show up as tests, if that's how teachers choose to use them. They will be free to construct whatever type of package they want. We're not doing that for them.

Mr. Sweeney: To what extent will this kind of information be directly associated with the curriculum guidelines being put out?

Mr. Hildebrand: It is intimately associated, With each contract we have a subject advisory group. The chairman of that group comes from the curriculum branch and usually the person who shepherded the guidelines through originally. The role of the subject advisory committee is to ensure conformity to the guidelines in anything being produced.

Mr. Bounsall: Do you have any other research projects that are fully your own and not a collation of other research done in other jurisdictions? I gather this is a new initiative. You're not turning to anybody else. Is anything else in this same category?

Mr. Hildebrand: All of our research is basically in that category. We do analyse research from other jurisdictions, but the research we use for policy purposes is carried out in Ontario.

Mr. Bounsall: In the interest of time, rather than having you outline them, could we have a list circulated to the critics and members of the committee of the research projects currently active?

Mr. Hildebrand: Sure. No problem.

Mr. Bounsall: Do you have some planned for the coming fiscal year?

Mr. Hildebrand: We normally solicit from the branches of the ministries the types of policy issues they wish to have researched. It then goes through a contractual research advisory committee. What we eventually come up with is a package which meets total ministry needs. That usually starts in January or February of each year. We're starting to gear up for that now. The year 1979 was an exception to that rule, for obvious reasons.

[4:15]

Mr. Bounsall: In that the package didn't meet total ministry needs?

Mr. Hildebrand: No. With the consolidation of the two ministries, various things went on which precluded us from carrying out the normal package. But it had been done in previous years, and will certainly be done for 1980.

Mr. Bounsall: In what way did it vary for this year?

Mr. Hildebrand: The fact of the reorganization of the two ministries and the proposed consolidation.

Mr. Bounsall: So we will be back to the old routine of other years?

Mr. Hildebrand: Yes, which was very good. I don't think we had any problems with that.

Mr. Bounsall: Because they will still be separated, it will be very easy.

Item 13 agreed to.

Item 14 agreed to.

Vote 3102 agreed to.

On vote 3103, services to education program.

Mr. Chairman: We have 13 minutes left. Perhaps we can divide the time equally. I propose to take the entire vote.

Mr. Sweeney: Because of the time factor, I would like to go immediately to item 4, Teachers' Superannuation Fund, and work my way back. There are a couple of fairly important questions there which I don't want to be missed. Can the clock be stopped while people are put in place?

Mr. Chairman: No. You continue, Mr. Sweeney. I'm sure they are listening as they are coming up.

Mr. Sweeney: What is the present unfunded liability of the fund and the rate it has grown over the last two to three years? I don't need exact figures, just round figures, to the nearest hundred million or so.

Mrs, McLellan: Mr. Sweeney has asked the extent of the unfunded liability in 1979-80. The initial unfunded liability or the total unfunded liability represented in the special payments?

Mr. Sweeney: You'd better tell me. I'm not sure I know what you're differentiating between.

Mrs. McLellan: What you're really asking is what is the total amount of the special payment, which is the vote we are addressing and which covers several unfunded liabilities fed into the actuarial valuations. The figure you are seeking is \$164,238,000.

Mr. Sweeney: So this total \$164 million represents the payment of the ministry into the unfunded liability section?

Mrs. McLellan: Yes.

Mr. Sweeney: Where is the ministry's contribution?

Mrs. McLellan: That is a statutory vote, Mr. Sweeney. The matching contribution the ministry makes, as the employer, is \$137,282,-800. There are some additional statutory payments that bring the total funding in 1979-80 up to \$360 million.

Mr. Sweeney: Last year or the year before we were given an annual figure of \$144 million to be paid in annually for the next 15 years.

Mrs. McLellan: That's the amount determined to be the unfunded liability as of December 31, 1975.

Mr. Sweeney: But that's an annual payment to be made for 15 years.

Mrs. McLellan: It varies.

Mr. Sweeney: To get us back off the hook. Mrs. McLellan: That \$144 million consists of two or three payments that are amortized over the next five or 15 years, depending on the requirement under the Pension Benefits Act. It was the total amount of the unfunded liability ascertained since the fund began in 1965. That amount has now grown to \$164,238,000.

Mr. Sweeney: Is the total amount of unfunded liability in one lump sum a growing figure, or have we reached the point now where these supplementary payments are holding it static?

Mrs. McLellan: The last evaluation was December 1975. There has been no evaluation since then, although one is due in February 1980, as of December 31, 1978. We will not know until early next year whether this unfunded liability has grown or stayed the same, or what has happened to it in the last three years.

Mr. Sweeney: What is your professional guesstimate? I realize I am asking it in that particular way.

Mrs. McLellan: We would like to find that the experience stayed level, but that is really very difficult to say. Actuarial assumptions and actuarial findings have often been the subject of discussion in this committee.

Mr. Sweeney: Given the recent revelations about the Canada Pension Plan fund and what it would appear to take to get it back on some kind of track, how would the Teachers' Superannuation Fund compare with that? I am thinking in general principles, not in actual dollars.

Mrs. McLellan: Of course, the Canada pension fund is not funded; it is an unfunded plan. This is a funded plan.

Mr. Sweeney: So you can't make a valid comparison between the two?

Mrs. McLellan: No, you can't.

Mr. Sweeney: Again, last year or the year before there were some suggestions by the then Treasurer that the province should get itself off the hook for the extra money, above and beyond its eight per cent contribution, and pass that back to the local school boards. Where are we with that recommendation? Was that just flying a kite, or is it being given serious consideration?

Mr. Bounsall: We planted it in their minds.

Mr. Sweeney: Is that all it is at this time? Hon. Miss Stephenson: The current Treasurer hasn't said anything about it.

Mr. Sweeney: Hasn't said anything. It is clearly understood—at least I understand anyway—it is the province's responsibility to pick up whatever the extra happens to be in the basic fund.

What is the province's responsibility to pick up any underfunding in this one per cent indexing? As I understand it, that is not paying its own way. Is there a legal statutory obligation for them to pick up the difference there as well, or is that supposed to pay its own way? What evidence do we have that it is paying its own way?

Mrs. McLellan: As far as I know, the superannuation adjustment fund is a separate fund.

Mr. Sweeney: I understand that.

Mrs. McLellan: I think that is to be reviewed in 1980 or 1981. It is not funded in the same way as the Teachers' Superannuation Fund and does not have to be.

Mr. Sweeney: So the province does not have the same legal responsibility in that area?

Mrs. McLellan: No.

Mr. Sweeney: If it is found to be short then somebody else is going to have to make it up?

Mrs. McLellan: I would think the adjustments would be made out of revenues.

Mr. Chairman: Mr. Sweeney, I am sorry, your time has run out. Dr. Bounsall.

Mr. Bounsall: On the teachers' superannuation topic, I gather the Royal Commission on the Status of Pensions in Ontario may not be reporting now until February and the reporting is going to be in three parts. That was my latest word. I haven't talked to them directly in the last two weeks, but I talked to a person who has talked to them in the last two

weeks. It is coming out in three parts. Goodness knows when the third part will be. That is probably the one that relates to teachers' superannuation.

At one point—I think it was last August—I posed a question to them about sections of the Teachers' Superannuation Act that seemingly allowed, but had ruled to be disallowed, a teacher making an additional payment. They said they may not even be speaking in that kind of detail when they report.

Many teachers in this province would go on half time or six-month or year releases from their boards at no salary provided they could contribute to their pension plan, in the interest of letting a steady growth of new teachers into our system, and numbers in any given year would be considerable. There is no way they can do that under law. They are relying on the royal commission to help them out in this regard, and the word is it may not.

It was my understanding early on in the discussions on Bill 19 that because of the lateness in reporting the ministry was having a very close look at that particular problem. It is of considerable concern to those who teach in the shop and technical areas because they must have 10 years experience in the field before they become teachers. Many of them would like to retire early. Even when they get to normal retirement their pensions are much lower than other teachers because of their length of service with boards. Also, because of that requirement of 10 years in the trade, many of them are prevented from going into teaching.

I know one board which reports it is not likely to be able to find replacement teachers for two teachers in this area should they choose to retire. Both of them would like to do so but simply can't because of their pension situation. If they could make up those lost years in a direct contribution to the Teachers' Superannuation Fund they would so do. Every technical teacher is in this category, all those who have to have the 10 years' training.

What is the ministry doing in preparation for the fact that the pension commission is going to report, heaven knows when, and when it does it may not speak to that problem that exists in our school system in any detail? It is certainly there. There is no way a teacher can contribute extra money. It hink it was last June you were taking some action in this regard. Where are you in that?

Hon. Miss Stephenson: What we are doing is looking carefully at all the recommendations which have come from the Ontario Teachers' Federation or are coming from OTF regarding modifications to the superannuation fund. Some of those would appear to be quite appropriate and will be in readiness at the time the report of the pension commission has been accomplished. We will be ready to do some of them.

We have looked at job sharing rather than the kind of process you have talked about, the actual process of job sharing on a halftime basis. That has some problems inherent in it. The one related to the technical teachers and their request for the ability to load the fund is also one which is being carefully looked at.

As you know, there is a sort of precedent which relates specifically, I think, to war service for teachers in this area, but the superannuation fund really is a fund for teachers who are teaching. Although some special kinds of arrangements were made related to service in the various defence corps of the country, there is a little bit of difficulty in trying to translate that into some other kind of activity and meet the moral and legal obligations of the superannuation fund. These are being looked at right now.

Mr. Bounsall: I take it you are looking at it irrespective of what the pension commission may report.

Hon. Miss Stephenson: Yes. I am trying to be prepared.

Mr. Bounsall: My worry is they might not speak to it, in which case you should be ready to swing into action whatever you have prepared then.

Hon. Miss Stephenson: Our commitment, which was given at the time the commission was established, was that we would not make major changes in any pension program until that report was submitted.

Mr. Bounsall: I understand that, If the report is silent on the problems that concern us, you will be ready to go. Is that correct?

Hon. Miss Stephenson: With some of them I am sure we will, yes.

Mr. Chairman: Dr. Bounsall, I am sorry, we are out of time.

Mr. Bounsall: I would just make one final comment. The critic of Colleges and Universities would like to know how long the minister's opening statement on the Ministry of Colleges and Universities estimates will be.

Hon. Miss Stephenson: I would think probably about a third the length or half the length of this one.

Mr. Bounsall: We have fewer than half the hours for Colleges and Universities that we had for Education. A third or a quarter would be much more appropriate.

Hon. Miss Stephenson: We will modify it to meet the hours. I just want to make sure you are aware of all the things we are doing, that's all.

[4:30]

Mr. Chairman: If the minister doesn't recover her voice, perhaps we will just have to table the opening statement.

Mr. Bounsall: Just pass it around and take it as read.

Mr. Chairman: Mr. Grande, you had some information coming under the previous vote. I am just wondering if that is available.

Dr. Fisher: Mr. Chairman, Mr. Grande's question was relevant to consultants in modern languages employed by the Ministry of Education. I believe that is the title you used, Mr. Grande. There are eight people in the Ministry of Education who have had direct experience in the modern languages area. Five of those people are found in the six regional offices and three in the central offices of the ministry. None of them, however, I point out, carries the title "consultant in modern languages," either in a specific language or in that generic sense.

I should indicate, however, that the field people do address those regional problems in modern languages which surface from time to time; and, secondly, all of these personnel help with the development of those guidelines which are related to modern languages. I am not sure if that answers the specific

question you asked.

Mr. Grande: Let me give you the specifics.

Mr. Chairman: Just one question, Mr. Grande. I am sorry. We are out of time.

Mr. Grande: Then I will pursue it with the ministry another day. I just don't really want to take up the time.

Hon. Miss Stephenson: Do you want to put it on the Order Paper?

Mr. Grande: I don't think it is a case for the Order Paper. I think it is a case of your getting rid of a particular position as a result of constraints and lack of funds, et cetera, and I wanted to delve into it a little bit. That's what it is all about.

Mr. Chairman: I am sorry, Mr. Grande.

Mr. Grande: I will do it another day. It's all right.

Mr. Bounsall: When will we get to school board referrals to regional offices for those needing to be sent to Trillium School?

Hon. Miss Stephenson: The figures?

Mr. Bounsall: The figures. I will take it in a letter, but when can I expect the letter?

Hon. Miss Stephenson: That has to come from the regional offices, and that will take a little time to develop. When we get it through, we will transmit it to you.

Vote 3103 agreed to.

Mr. Chairman: This completes the estimates of the Ministry of Education. Monday next we will move on to Colleges and Universities.

The committee adjourned at 4:31 p.m.

#### CONTENTS

	Wednesday, November 28, 1979
Education program	S-1437
Correspondence education	S-1437
Teacher education, professional development	S-1439
Student activities and special projects	S-1448
Experience '79	S-1448
School business and finance	S-1448
Supervision and legislation	S-1457
Research and evaluation	S-1457
Services to education program	S-1459
Adjournment	S-1462

#### SPEAKERS IN THIS ISSUE

Bounsall, E. J. (Windsor-Sandwich NDP) Cooke, D. (Windsor-Riverside NDP) Gaunt, M.; Chairman (Huron-Bruce L) Grande, A. (Oakwood NDP) McGuigan, J. (Kent-Elgin L) Rowe, R. D.; Acting Chairman (Northumberland PC)

Stephenson, Hon. B.; Minister of Education (York Mills PC) Sweeney, J. (Kitchener-Wilmot L)

From the Ministry of Education:

Benson, Dr. R., Grants and Policy Branch

Dunn, Miss D. H. M., Director, Teacher Education Branch Fisher, Dr. H. K., Deputy Minister Hildebrand, B. M., Director, Research and Evaluation Branch

McLellan, Mrs. E. M., Assistant Deputy Minister, Administration Division

Rees, J. F., Director, Teacher Education Branch

Wilson, B. A., Assistant Deputy Minister, University Affairs Division









No. S-50

# Legislature of Ontario Debates

Official Report (Hansard)

### **Social Development Committee**

Estimates, Ministry of Colleges and Universities



Third Session, 31st Parliament Monday, December 3, 1979

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

#### CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario. Editor of Debates: Peter Brannan.



#### LEGISLATURE OF ONTARIO

Monday, December 3, 1979

The committee met at 3:35 p.m. in committee room 1.

### ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES

Mr. Chairman: I see a quorum. The committee will come to order.

This afternoon we are dealing with the estimates of the Ministry of Colleges and Universities. The minister does have a statement.

The minister once again is operating under some voice difficulty but we'll proceed in any event.

Hon. Miss Stephenson: Tell them they should appreciate it.

Mr. Chairman: Yes, which we all should appreciate.

Hon. Miss Stephenson: Mr. Chairman, a question was asked last week about the figures related to the in-service education and special-education classes for teachers in the province. I have the figures here. I thought the members of the committee might like to know the total.

The total number of teachers enrolled this year in special-education courses, both summer and winter sponsored courses, is 4,761, a not inconsiderable number. A total of 3,615 of those are being educated through faculties of education, which leaves 1,100 taking courses which are board-sponsored. The total number of board-sponsored courses is 722.

Mr. R. F. Johnston: How many of those are primary?

Hon. Miss Stephenson: I don't have them broken down. I can table that piece of information if you would like.

Mr. Chairman, I'm delighted this afternoon to introduce the post-secondary portion of the estimates, in my capacity as Minister of Colleges and Universities.

I'm very much aware, in my duties, of the different kinds of relationships the ministry and I have with the educational institutions in the province.

In the primary and secondary sphere we have extensive responsibilities which were mandated by the Legislature. The colleges of applied arts and technology are semiautonomous. Manpower training is a cooperative venture with industry, where we rely heavily on our partner's advice. The universities are statutorily autonomous.

As the minister with overall responsibility for education, I am aware that these differences, which are of great importance to fulfilling the different educational mandates of these institutions, must be respected. Guaranteeing a uniform standard of education in the boards of education, through the issuance of provincial directives, is as important as ensuring academic freedom at the universities by not issuing directives to them.

Sensitivity to these differences means there must be consideration of the needs of each type of institution on all matters of policy and procedure, within a general framework of overall consistency. Our philosophy is one of co-ordination and information-sharing between sectors, to ensure that a high quality of education is available to the highest level of attainment for each individual.

This has not been a quiet year in postsecondary education, but I'm convinced it's been a highly productive year. I am proud of the forthright and imaginative way in which the institutions under the purview of the Ministry of Colleges and Universities have adapted to the many changes with which they have been faced. It is just this type of response that causes me to believe firmly not only in the survival of our postsecondary systems, but in the fact that they will become stronger within the next few years.

This government remains committed to post-secondary education and training for all of our citizens. I would like to remind those who believe that our education spending has declined over the past several years that to make meaningful comparisons one must add to our current expenditures that portion of debt-servicing that applies to the massive education investments made in the 1960s and early 1970s. However, I am pleased at the level of funding we have been able to provide and make available to our college and university system this year, in spite of the economic realities with which the entire country is faced.

Over the course of my remarks—which I may or may not conclude today; and if I run

out of breath, I'm going to ask the deputy to pursue it—I will be outlining for members of this committee some of the developments and activities of which I am particularly proud. I will also touch on a number of issues that I believe are of interest to the members of the committee, and of importance to the people of Ontario and the institutions we serve. I would like to address these in terms of key areas: first, the university sector; second, the colleges of applied arts and technology, and third, the fields of industrial and manpower training.

The goals and objectives of university education have been an area of public interest. I defined these goals for the elementary and secondary sections of education in introducing that portion of the estimates. Many of these goals are universal and apply to all stages and all levels of learning. However, the Ontario Council on University Affairs in its statement of issues, which is reprinted in its fifth annual report, listed five goals specific to the universities.

They are: (1) to develop a more educated populace; (2) to educate and train people for the professions; (3) to provide for study at the highest intellectual level; (4) to conduct basic and applied research, including development and evaluation; and (5) to provide service to the community.

The council elaborated on each of these goals and the ways in which they can be attained. For those of you who haven't read the report, I commend it to you highly.

In a meeting with the university community this fall, the Premier (Mr. Davis) confirmed that these were most definitely worth-while goals for the system. He also stressed that accessibility to higher education remained one of the primary social goals of the government of Ontario.

As I mentioned in my statement introducing the estimates of the Ministry of Education, the university affairs division has remained virtually unchanged in the restructuring of the ministries. It is the mandate of this division to assist the universities in fulfilling the goals of our university system: by providing an equitable distribution of the funds available for the university sector; by ensuring that the policies developed within the government affecting the university community are realistic and workable; by respecting the autonomy of the universities, and by encouraging co-operation within the university system as well as between the university and other sectors of education in Ontario.

For 1979-80, the operating grants for Ontario's 15 universities, plus Ryerson Poly-

technical Institute, the Ontario College of Art, the Ontario Institute for Studies in Education, Dominicain College, and the bar admission course, will be \$782.4 million, up \$37 million from 1978-79.

This represents approximately a five per cent increase over 1978-79, at a time when enrolment is declining or at best, stable in most of the institutions. Of the total amount, \$776.4 million was distributed according to the recommendations of the Ontario Council on University Affairs. As you know, the council recommends the distribution of formula grants, supplementary grants, northern grants, bilingual grants, and the grant to the bar admission course.

The ministry retains an amount of \$6 million for items subject to budget review by the ministry. This retained amount is down from the \$7.5 million contained in the 1978-79 estimates.

Within the OCUA-recommended allocations for 1979-80, we've designated an increase in the northern grants to Lakehead University and Laurentian University and its affiliates, of 6.3 per cent, or some \$200,000. These moneys will go to offset the higher cost of operating in northern Ontario, and to provide for the broader range of courses now required.

Grants for bilingualism will increase 14 per cent, from approximately \$5.5 million to \$6.2 million in 1979-80. These grants will go to the University of Ottawa, Laurentian University, and Glendon College at York University for the provision of bilingual programs and services. Included in this amount is an additional \$500,000 over and above the regular increase provided in normal operating expenses. This was in part in response to a recommendation by the Ontario Council on University Affairs for improved bilingual funding.

[3:45]

For major institutions, these grants vary from an increase of 2.3 per cent to Trent University, to 8.5 per cent to the Ontario College of Art. The average increase is approximately five per cent, with most institutions falling between the 4.5 per cent and six per cent range.

As you may be aware, the formula distribution system employed in Ontario averages and discounts enrolment in allocating the grants. By this means, the common perception of grants increasing or decreasing one-for-one in direct relation to enrolment in any given year is significantly offset. While the formula does rely on enrolment as its base, due to the discounting and averaging changes are made in a gradual and responsible man-

ner. The 50 per cent discounting which is employed has meant that those institutions facing declining enrolment have seen their grants decline far less quickly than would be the case under a straight one-for-one operating system.

We believe, however, there continues to be value in relating operating grants to enrolment. Not only does this procedure provide an objective mechanism for assigning grants to institutions, it also keeps uppermost in the minds of the government and the universities themselves that one of their prime functions is the education of students.

Neither I nor any of my officials would claim that our system of distributing operating grants is perfect, but it certainly achieves what we believe to be a responsible balance between having an objective and results-oriented financing system and protecting the institutions from sudden shifts in levels of operating grants.

We hear on a regular basis that there is a need to develop a financing system based on something other than student enrolment. We have examined and will continue to examine financing systems in other jurisdictions. However, in our opinion we have yet to discover a system which is as effective as our own, and maintains what we believe to be the essential autonomy of the universities in Ontario.

The basic formula mechanism now in use is particularly appropriate for a jurisdiction which is required to finance several institutions. We can all recognize, particularly these days, that institutions grow or decline at varying rates. A more objective mechanism may be needed to assess the relative levels of support the institutions should have. Simply acknowledging the levels of expenditure by institutions, I believe, is not adequate. The government would simply be picking up what the institutions spend and there would be little encouragement for good management.

We believe the present system does provide incentive for good management, and gives the institutions some advance notice of the level of support they might expect as their share of system revenues. In all the studies, in all the reviews that have been carried out to date, both by the ministry, the Ontario Council on University Affairs and the Council of Ontario Universities, no system has yet been revealed that will achieve a greater level of approval or support than that which we currently employ.

Much has been said about cutbacks in financing Ontario universities. Much indeed has been made of the interprovincial comparisons, showing Ontario in a declining position relative to other provinces. Since 1974-75, when those comparisons began, Ontario has continued to improve its level of financing, although not as rapidly as in other provinces. For example, in constant 1978 dollars, our grant for full-time equivalent students has risen from \$2,045 to approximately \$2,178 in 1979-80. This represents a real increase of 6.5 per cent, or \$265 per student.

While there is no question that both the universities and I would like to have seen our grants rise faster than they have, our provincial fiscal policy has meant that we have had to be restrained in the level of support we have been able to provide. I believe this restraint to be a responsible policy. To add to the provincial debt by spending greater and greater sums on the various social and other services, as many suggest, would only increase even more the provincial debt.

Those of you who have reviewed the Ontario budget papers will have seen the level of debt repayment for the province grow from under seven per cent in 1975-76 to slightly over nine per cent in 1979-80. What this represents is a reduction in the amount of money that is available to go towards services for the people of Ontario and must be spent to finance the debt which we have incurred to date. To increase dramatically our spending in the university sector now would obviously make even greater the burden of future repayments and consequently even less money available for future services.

As the minister for this area I would be more than happy to see grant increases to the universities greater than we have. As a member of the government, and particularly as a taxpayer, and a citizen of this province, I believe we must exercise restraint. The university community, I believe, understands that position and is willing to continue to play its part.

In the northern affiliates, there are some specific characteristics that should be discussed. One recognizes that times change, and that policies appropriate in one area may not serve our universities as well in another. Accordingly, in April 1979, I requested of the Ontario Council on University Affairs a study of the request by certain of the affiliated colleges of Laurentian University that our policy on funding of fourth-year and honours-level courses at those institutions be reviewed. I received the OCUA's advice on this matter in August, and accepted it very shortly thereafter.

As a result, the affiliated colleges of Laurentian University—Algoma, Nipissing and Hearst—may now make arrangements with the parent institution for fourth-year professional and honours courses to be available on their campuses, with funding flowing through the main campus at Sudbury. This will allow the main campus to retain academic control of programs at its affiliates, as is appropriate for a parent institution of this nature, while making courses not previously offered to students outside of Sudbury available on other campuses.

I am delighted to bring to your attention the fact that the number of individuals applying to first-year university this fall increased by 2.2 per cent over last year. Affirmative responses to first-year offers of admission have increased by 3.8 per cent. While actual enrolment reports are not expected from the universities for another few weeks yet, it would appear that overall or total enrolment in the universities will be approximately the

same as it was last year.

An interesting phenomenon is that it would appear a considerable number of students who had earlier temporarily ceased their studies, either after grade 13 or during a post-secondary program, are resuming their education this fall. Applicants to first year who are coming from sources other than grade 13, have increased by 3.9 per cent, while advanced standing applications have increased by 4.1 per cent. The affirmative responses to offers of admission for these two groups are up by 8.8 per cent and 16 per cent respectively.

The increased interest in university attendance may well reflect a renewed recognition on the part of students of the value of a university degree. Students may be realizing that a university education is still one of the best possible hedges against unemployment, because the unemployment rate for university graduates is considerably lower than for the general population of a similar age.

It's a common misconception in the minds of the public that graduates of university programs have a great deal of difficulty in securing employment. In fact their record is remarkably good. My ministry has been involved in a number of surveys of graduates to determine their success in this area.

In 1974-75, the ministry and Statistics Canada jointly conducted a survey of graduates. In 1976, Statistics Canada undertook a national survey of university and college graduates two years after their graduation. In the Ontario portion of the survey, there was a 71 per cent response rate.

According to the survey findings, the national rate of employment was virtually identical for universities and colleges—89 per cent for university graduates, and 90 per cent for college graduates. The equivalent figures for Ontario alone were 88.6 per cent and 88.9 per cent. In addition, it was shown that the longer an individual stayed in university the better was his or her chance of getting a job.

Statistics Canada decided to withdraw from the survey after the 1976 study was completed. However, because we feel it is valuable to know how successful our graduates are, we have decided to continue the surveys. We are now in the process of planning a survey of 1979 graduates, in co-operation with the Ministry of Labour and the Council

of Ontario Universities.

It is our intention to develop a degree of continuity in this area by conducting graduate surveys every three years.

Mr. Cooke: With this information, do you have the statistics on underemployment, too?

Hon. Miss Stephenson: Underemployment?

Mr. Cooke: Students who are employed, but whose job doesn't deal at all with their education. Do you have that breakdown?

Hon. Miss Stephenson: There is a figure available through the Ministry of Labour, which does show some of the criteria you are requesting.

Mr. Cooke: Perhaps we can have that when we get to the appropriate vote.

Hon. Miss Stephenson: Okay.

Faculty members at our universities represent one of the most valuable human resources this province has. The approximately 12,000 professors in Ontario contribute immeasurably to our social, economic and cultural wellbeing. Their teaching and research contributions reach, directly or indirectly, a very large number of our citizens.

The ministry is aware that this resource should be nurtured. Thus, over the last several years we have been actively engaged in reviewing faculty characteristics to ensure that future requirements for faculty can be

anticipated and met.

There is, of course, a direct relationship between our graduate schools and our faculty requirements. Graduate schools are the training grounds for people who become professors. It is important to know whether our graduate schools are able to meet our present teacher and faculty requirements.

Therefore, in co-operation with other provincial ministries responsible for higher education and with Statistics Canada, we undertook a survey of the PhD and equivalent degree recipients from our universities in 1976. The results of the survey were released in September, and showed that about 40 per cent of our PhD students were successfully making the transition between their PhD programs and faculty positions. Most of the other PhD recipients were suitably employed in other sectors of the economy.

The results, however, suggest one note of caution. That is, about 18 per cent of the PhDs were looking unsuccessfully for faculty positions which suggested there was a surplus of PhDs looking for such positions. Because of the compressed age profile of our existing faculty members, and a steady state or declining enrolment future, it seems likely that the current and prospective PhD students should be forewarned that faculty positions may not necessarily represent their best career possibilities in the future.

I don't think this is a major problem. Most of the current surplus found suitable employment in other sectors of the economy. I recognize this would be especially difficult, however, for students of the humanities who were intent upon becoming university professors. I think I should state here, unequivocally, that I believe Ontario needs PhD programs in the humanities and needs them very much. Our society and our culture would be poor without the scholarship and the custodianship of knowledge which PhDs in the humanities represent.

Another important finding of the PhD survey which should not pass without comment is the overwhelming satisfaction of the PhD students with their programs. This reflects very well upon the quality of our universities.

As a final word on the subject of faculty, I would like to express my view of the future. There is a considerable amount of concern about the future intellectual health of our universities. That concern is based upon the fact there will be fewer new appointments made to university faculties in the future and possible stagnation is feared. There will, of course, be problems in the future but I think these pale in comparison to the challenges which we faced during the rapid expansion of the 1960s and 1970s.

In terms of change, the contraction anticipated in the 1980s would be very much smaller than the expansion which was experienced earlier. The universities will have advantages they didn't have in the 1960s and 1970s. Most of the faculty members will be mature and experienced. They will be better teachers and their research techniques will be more developed. Stagnation can be avoided

by the presence of gifted graduate students, distinguished visiting professors, sabbatical leaves taken in other jurisdictions where new developments are at the forefront and, simply, by the adoption of a positive attitude towards the future. The professoriate has the means, I believe, and the ability to face any chalenge and to overcome it. I want them to know that the government, and the people of Ontario, value their efforts and will do whatever is possible to support their endeavours.

I would like to turn to the matter of foreign students at this point because a recent television program presented a very distorted view of a number of foreign visa holders in Ontario universities. The actual number is low. They comprised approximately five per cent of the total university student body in 1978-79.

It is a practice of many Ontario universities to give preference to the admission of qualified Canadian citizens and landed immigrants since they are considered to be exactly the same as qualified Canadian citizens. This is particularly true in the limited enrolment programs such as those in the health sciences and other professions. In medicine, for example, there were a total of only seven visa students enrolled in the entire province in 1978-79. The situation in law is similar: only 15 out of a total of 3,763 in the same year.

#### [4:00]

In January 1977, the ministry implemented a policy of higher fees for foreign students in Ontario universities. Foreign students pay approximately double the fees charged to Canadian citizens and landed immigrants. This major policy change reflected the government's belief that Ontario taxpayers should bear less of the burden for educating foreign students, while continuing to recognize our educational debt to many foreign nations. As you well know, for many years Canada was highly dependent upon foreign countries to educate Canadian students at the university degree level. Many Canadians still study abroad, especially at the graduate level. This twoway extension of our intellectual and cultural resources, I believe, deserves to be main-

There has been a great deal of discussion about the funding of Ryerson, particularly in the press. I would like to assure you that since becoming Minister of Colleges and Universities, I have met with a number of groups, as I have said on a couple of occasions before, and individuals as well, but I'd like you to understand, Mr. Chairman, I don't encourage individual institutions to make special pleas directly to the ministry. The Ontario Council on University Affairs was established for the

prime purpose of assessing the needs of all institutions in the system. That includes all provincially-assisted universities, Ryerson Polytechnical Institute and the Ontario College of Art. It seems to me this is the only way to ensure that no individual institution receives an unfair advantage over others in the system.

Exceptions are, of course, made where uniqueness or special circumstances obtain. In this regard, I met with the officials of Ryerson on a number of occasions, both at Queen's Park and at Ryerson itself. I also received a special package of information, which I requested from Ryerson, and I have asked the Ontario Council on University Affairs for advice on the appropriate level of funding at the institute. I anticipate I will be receiving the council's advice on this very shortly, and I expect to act on it as quickly as possible.

Currently, Ryerson is receiving a weight of 1.3 for all of its programs—a weight which is very close to that which the institute itself requested in 1974. I am certainly open to a review of this weighting factor if a genuine case can be made. But I must stress the importance of a demonstrable case because, as the members of this committee know, under global funding, any additional support for one institution must come out of the pockets of the rest. As I said, you will be hearing from my office in the very near future on the current review.

During this past spring I took a number of steps to increase communication and cooperation between the Ontario Federation of Students and the ministry. The OFS represents the interest of the students of the province and provides a valuable service to my ministry through its energetic questioning of issues which are vital to the success of the post-secondary educational program in Ontario.

My first step was to establish twice-a-year meetings on a regular basis between the OFS executive and myself and key ministry staff. The purpose of these meetings is to improve our lines of communication and to permit the opportunity to discuss the current and long-range concerns of the OFS on a regular basis. The first of these meetings took place last month; and the next is scheduled for February. Naturally, these meetings do not preclude intermediate discussion on matters needing prompt attention.

Second, I designated a ministry official to assume the responsibility for direct and continuing liaison with the OFS. This individual serves as the official contact between the ministry and the federation, and ensures that student concerns are brought rapidly to the

attention both of the appropriate officials in the ministry and myself.

On the subject of capital grants for universities, it is well recognized that the general size of the physical plant of the universities in Ontario is adequate for the present time and for the foreseeable future. This does not mean there isn't any need for capital support. But we do have more than \$1.5 billion in investment in physical plant in the university system in Ontario and the basic fabric of that plant must be maintained. In addition there are special needs for renovation, construction and for complete replacement of obsolete or inadequate buildings.

Given the very limited resources available for capital improvements and maintenance of the Ontario university system, I am pleased that I have been able to approve in 1979-80 a number of grants that are significant to each individual institution and, I believe, to the people of Ontario. In general, the \$13.5 million will provide for the following:

The reconstruction and improvement of the Sir Sandford Fleming Building at the University of Toronto. A \$3.1 million first payment of a total grant of \$10 million. This building of course, as you know, was damaged by fire in 1977;

A payment of \$450,000, out of a total grant of \$1.4 million for the fifth phase renovation of the historic university college at the U of T;

A further grant of about \$500,000 for the provision of fire safety improvements in four other buildings at the University of Toronto;

A commitment of some \$3.25 million to Ryerson Polytechnical Institute towards the construction of an academic building to provide permanent facilities for its school of architectural technology. Since the fire at City Hall, the school has been temporarily housed in a commercial building on King Street, and that must be vacated;

A final payment of \$1.8 million to the Wilfrid Laurier University for the completion of its professional teaching building to relieve the existing space shortage;

\$1 million to the Ontario College of Art for the alteration and improvement of their existing facilities at 100 McCaul Street.

I was delighted to attend recently the opening ceremonies of the Stewart Building which, as you know, is a former police station, which the college acquired from Metropolitan Toronto and renovated into excellent studios and art workshops—with the help of some \$2.7 million from the province. This

is a marvellous example of what can be achieved by recycling existing buildings.

There are grants of some \$300,000 each to Waterloo and Oueen's Universities for installation of central data control systems which will help them to conserve substantially their energy consumption:

And some \$6.4 million committeed to other universities for 71 repair projects such as replacement of roofs; heating, fresh air

handling systems, et cetera.

These are some of the ways, Mr. Chairman, in which the ministry demonstrates its commitment to help universities in Ontario achieve their goals.

Mr. Chairman, I'd ask if I may be given a reprive for a few moments and ask Dr.

Fisher to continue.

Dr. Fisher: From their first inception, the goals of the colleges of applied arts and technology were defined in the following terms:

- 1. to provide courses of types and levels beyond, or not suited to, the secondary school setting:
- 2. to meet the needs of graduates from any secondary school program, apart from those wishing to attend university; and
- 3. to meet the educational needs of adults and out-of-school youth, whether or not they are secondary school graduates.

The ministry's role vis-à-vis the colleges is twofold:

- 1. to develop and implement both the administrative policies and the funding mechanisms for the effective operation of the college system;
- 2. to assist the council of regents in exercising its functions with regard to the approval of programs and collective bargain-

These goals and the ministry's role have not changed.

However, although the falling birth rate and the vagaries of the North American economic situation have had their effect on the enrolments of the other areas of education, the demand side for services provided by the colleges of applied arts and technology has remained strong. Indeed, the fact that the community college system has had difficulty in keeping up with this demand has been a source of concern to the government for some time.

It has been realized that unless the supply of funds, both for operating and capital purposes, is limitless, some restraint will ultimately have to be placed on the growth of

the system.

Although quite severe restraints have been placed on the supply of funds available for capital and operating support in the last few years, it became obvious that the system was rapidly approaching, or had approached, its ability to react to the type of enrolment demand that was placed on it. And since the decline in the birth rate would seem to indicate the need for caution in any plans for physical plant expansion, particularly terms of long-term demand, it was decided to investigate the effect of an increase in operating support on the system's ability to increase enrolment.

For some years now the number of qualified Ontario residents desiring admission to the community college system has continued to grow. The majority of these applications were seeking admission into programs in which there were deemed to be significant employment opportunities for graduates within the borders of the province. The colleges have responded to this growing demand to the extent possible within the limits of their resources. It has been possible to accept more and more students because colleges have increased their section sizes to the limits the physical facilities will allow. They have also timetabled their academic staff to workloads as close as possible to the maxima permissible under the present collective bargaining agreement.

All this has been done under the constraints of a policy of operating support which over the last four years has only just barely kept pace with the rate of inflation. In this same period of constantly-increasing enrolment the annual capital support provided to the system has actually decreased to considerably less than one half what it

was in fiscal 1976-77.

With the available resources, the college system planned to enrol about 40,000 new students in the fall of this year. Of the remaining many thousands of qualified applicants who could not be admitted, it was conservatively estimated that 10,000 of them could be admitted to programs with excellent employment opportunities if there were no lack of physical facilities and if additional financial resources could be made available to assist with operating funds.

It was obvious that additional facilities, even if thought desirable, could not be provided in time to ameliorate the situation that was faced in the fall of this year. It did become apparent, however, that an infusion of additional operating funds, if used in direct support of the proposed additional students, would allow the system to satisfy a significant portion of the unmet demand. A study indicated that if the additional support were utilized to provide teaching staff, extra support staff, instructional supplies, et cetera, as many as 4,000 additional new entrants could be accommodated within the confines of the present physical plant. The colleges had already planned a relatively modest increase in their enrolment of about 1,800 students, so this addition would result in a total additional intake for the fall of 1979 of about 6,000 students.

A proposal supporting this extra operating funding was approved, and an additional \$7 million was made available to supplement the operating funds of the community colleges. This funding was directed to be used in direct academic support of the increased enrolment, and was specifically not to be associated with administration, physical plant and property expenses, or with student services directly.

In addition, the colleges were instructed that the additional enrolments should be in areas with excellent current employment opportunities, and that they should concentrate on increased enrolment growth in the short skill-oriented programs. It was hoped these skill programs, many of an upgrading nature and relatively short in duration, would provide more immediate relief to the province's skill shortages than the longer, more traditional post-secondary programs.

As many of the skill-oriented programs operate on the principle of several intakes throughout the year, final figures on the success of this additional funding will have to wait until the results of the year-end enrolment audit are available. However, preliminary enrolment surveys indicate that the target of about 6,000 more students than were admitted in the fall of 1978 will be achieved. This means significant progress has been made in the attempt to come to grips with the difficulties faced by the community college system in coping with the enrolment demands.

Experience so far in the handling of more students than have ever before been accommodated in the community college system in this province would indicate the ability of the colleges to absorb more students has almost reached its limit.

I would like to bring to the committee's attention a number of developments in the programs offered by the colleges.

First of all, in order to examine the need for and quality of post-secondary programs in the community colleges, a proposal for a program review system has been prepared. The proposal has been presented to the council of regents for study and recommendation to the minister. The proposal recommends that there be (a) a systematic co-operative review of the need for, and quality of, post-secondary college programs initiated by the council; and (b) the use of common criteria by which to evaluate the need for, and quality of, both existing programs and new programs presented for approval.

Second, a number of initiatives have been undertaken in the area of post-secondary technology programs. Program titles in all engineering technology programs are under study in consultation with the colleges in order to produce a simplified and orderly set

of program titles.

It is planned that a curriculum will be developed for instrumentation training and for driving-instructor training. Competency bench-marks have been developed by committees representing both industry and the colleges. These bench-marks will enable the colleges to measure the validity of their programs, and to identify the performance level of their graduates in industry.

Third, a program of research in full-time post-secondary programs in crafts, fine art and design was undertaken at the request of the

council of regents.

Fourth, it is planned to revise by June 1980 the 1972 provincial guidelines for the education of library technicians in eight com-

munity colleges.

Fifth, analysis is being made of the placement record of graduates by college and perhaps more importantly by program. Where it is apparent that placement in a program is below the provincial average, the co-ordinator of business programs and the head of business in the college involved will continue to work together to determine the reason and to make adjustments in course content, relations with employers or possibly termination of the program.

Sixth, to contribute to Ontario's performance through the enhancement of managerial leadership and entrepreneurial skills the ministry is continuing to develop and promote the delivery of business courses to ownermanagers of small and medium-sized business and industries; to develop and promote the delivery of courses in supervisory training to business and industry; and to recognize student participation and achievement in the program by means of a provincial Ontario Management Development Program (OMDP) certificate.

Two certificates — business management studies and supervisory studies — are currently being offered.

Seventh, it is planned to bring together a number of senior marketing people on the

[4:15]

college faculties to develop a program to improve the relationship and rapport between college business departments and local industry. The program, developed by experts in community and public relations, will outline techniques for improving communications between industry and education by using various forms of media and personnel contact, resulting in greater involvement by industry in curriculum development, and appreciation of the capabilities of graduates.

Eighth, we are continuing with a project, in co-operation with industry, where 12 to 15 people who are considered to be experts in a business occupation contribute their expertise and knowledge to identify the skills required for that occupation. Because the skills are expressed as learning objectives, the result is a curriculum that has actually been developed by industry. The term Indecore (industry developed core curriculum) has been given to courses and programs developed in this manner. It is an effective and easily understood technique for making sure courses and programs provide the skills that industry and students require.

Ninth, we will be examining the educational and skill-training requirements for business programs to identify those segments that can be taught best in on-the-job or insitu situations. The results will make the field placement portion of courses more meaningful to students and will offer sought-after guidance for employers who want some direction on work assignments they should give to students. The results of this project will be most helpful in co-operative programs.

Tenth, we have moved to co-ordinate the development of a number of courses dealing with residential property construction and management. These courses can be offered on a home-study basis or a combination of seminar, tutorial and home study. The courses have the same content as the corresponding two-year diploma courses offered as a full-time program at George Brown College. Implementation of these programs will make it possible for people who cannot attend full-time at a college to cover the same course of studies in their own locality and on their own schedule.

Eleventh, training profiles for the regulated trades are under development to ensure standardized apprenticeship training on a province-wide basis. The profiles identify the knowledge and skill requirements for inschool college training and on-the-job training by means of specific performance objectives and criteria. These profiles provide the basis for the college programs and for the

trade certification examinations. They define the employer's responsibility in apprenticeship training. They are used as well in the secondary school linkage program.

Twelfth, in consultation with experts in the various trades, the ministry develops examinations for certificates of qualification under the Apprenticeship and Tradesmen's Qualification Act. From April 1 to September 1 of this year, 3,472 persons qualified in one of the present 36 trade examinations, in such areas as motor vehicle mechanic, steamfitter and construction electrician.

The ministry is also engaged in the development of interprovincial trade examinations, at least eight of which were produced this year. Also this year, 26 new examinations were introduced for the stationary engineer-training program leading to certification under the Operating Engineers Act. A two-day seminar-workshop on examination development and statistical analysis techniques was offered for clients in the colleges.

A contracted applied-research project, Stress in Certification Examinations, has been undertaken to investigate the effects of the examination environment on a candidate's performance.

When one reads comments like that one is moved to add something, perhaps, but I will stick to the script.

We are continuing to develop curriculum and evaluation instruments for industrial training programs. These federally-funded programs are carried out mainly on-site in industry with some related training in the colleges. In 1979-80, approximately 75 examinations and tests were developed.

I'm sure members of this committee will appreciate the minister's high degree of interest in the program developments in the health sciences. The implementation of programs according to standards and guidelines is important in the health sciences program area to ensure that graduates will perform according to the accepted levels of competence. Initiatives in this area have included the following:

- (a) Revisions of the existing standards and guidelines for the diploma nursing program, the nursing assistant program and the health care aide program; and
- (b) Program competency projects which are based on task analysis within the occupational field have been undertaken for programs, some of which are ambulance and emergency care, medical laboratory technology and radiography.

The project for radiography has been completed. Others are at various stages of completion.

To assist colleges to revise curricula using the competency statements, implementation workshops have been held for the relevant

program staff.

The majority of health sciences programs have restricted enrolments. This has been necessary for two major reasons: (a) the necessity to relate student enrolment to the availability of opportunities for clinical experience; and (b) the manpower needs for the given health care occupation.

A review of enrolment quotas is undertaken periodically. For instance, the enrolments in several programs were reduced in 1976 and 1977 as a result of changed manpower needs.

In view of fluctuations in manpower requirements in the health-care sector, the output of graduates is monitored and related to the manpower needs. This entails conducting follow-up surveys by consultants in the senior and continuing education branch and collaborating with the Ministry of Health.

I would draw your attention further to the completed study in the health sciences area that assessed the diploma nursing programs in the colleges. Certainly diverse views were held concerning the two-year diploma nursing program graduates. The purpose of the study was to assess the programs within the colleges of applied arts and technology and the effectiveness of the graduates.

The study findings indicated that two thirds of employers responding expressed general satisfaction with the preparation of diploma nursing program graduates. Short-comings identified related to work organization, direction of auxiliary personnel and coping with emergency situations. The main issue identified was the gap between the employers' expectations and the program objectives to produce a beginning practitioner in nursing. The study suggested that some of the shortcomings identified could be rectified by strengthening the clinical experience component.

This report was widely circulated and responses were invited from all interested groups and parties. Due to continued diversity of views, the matter was referred to a special Minister of Colleges and Universities' committee on clinical experience for diploma nursing. This committee presented its report with recommendations for the minister's consideration in October and the minister will be making an announcement on the matter shortly.

An overview of programs involving nursing assistants, health-care aides and hospital orderlies is being carried out by the provincial review educational subcommittee of the Ontario Council of Health with the involvement of ministry personnel.

Program overviews are carried periodically in order to determine relevancy of programs to the requirements in the health-care field. In 1978-79, such an overview was carried out for the ambulance

and emergency care programs.

In completing this overview of a number of program developments within the colleges, I would like to refer to the registered private

vocational schools in the province.

The ministry is responsible for the registration, supervision and validation of courses given in the private vocational schools which are operated by individual entrepreneurs or companies. In 1975 there were 75 schools registered, with 17,000 students. Today there are approximately 200 schools registered, or in the process of registration, with

over 87,000 students.

It should be underlined that although it is the policy of the government and the ministry to make post-secondary occupational courses available as universally as possible to all segments of the population, it has been found that for various reasons, such as shift work, not all the citizens of the province can avail themselves of the programs found within the college system. Therefore, in 1975 we extended the registration system to include validation of courses and supervision of the private schools.

After four years of monitoring their performance, we concluded they provided a viable alternative to aspects of the community college system. As a result, in September of this year all students who are attending private vocational schools which have been monitored for at least two years, and who are registered in full-time courses of six months' duration or longer, requiring a minimum of grade 12 as an entrance prerequisite, have been made eligible for the Ontario Student Assistance Program of loans and grants. This is a major step forward in making post-secondary vocational training available to all our citizens.

Hon. Miss Stephenson: Mr. Chairman, I will now proceed to the area of manpower training, which is a major area of responsibility within the Ministry of Colleges and Universities.

The ministry's goals in the area of manpower training are twofold: first, to provide the mechanisms for ensuring that the training needs of industry for skilled and semiskilled occupations are met; and, second, to provide individuals with opportunities to obtain skills which will maximize their abilities and their contribution to society.

[4:30]

In aiming at the achievement of these goals, the ministry:

- (1) administers the apprenticeship program under the Apprenticeship and Tradesmen's Qualification Act;
- (2) develops and implements modular training programs for the stationary engineers and other trades;
- (3) guides the delivery of employer sponsored training and facilitates the formation of community industrial training councils; and
- (4) disseminates information on training for the trades with a particular emphasis towards counselling.

The first stage in resolving a problem, as any physician will be happy to tell you, is making a diagnosis. The problem we face in this problem is skills shortage. A labour shortage is said to exist if demand exceeds supply at a certain wage rate. If employers are unable to hire the people they need at the prevailing wage rates for a prolonged period of time, shortages can occur because of an increase in demand, a decrease in supply or a combination of the two.

There isn't any standard technique for identifying occupational shortages. The technique that has been used most often relates the number of unemployed to the number of job vacancies in a particular occupation In each of the following occupations, for example there was an average of one claimant or fewer for every job opening in the province during the fourth quarter of 1977: administrators in medicine and health: management occupations, social sciences and related fields; nuclear engineers; system analysts, computer programmers and related occupations; physiotherapists, occupational and other therapists; insurance salesmen and agents; laundering and dry cleaning occupations; coating and calendering occupations, chemicals and related materials; milk processing occupations; tool and die-making occupations; wood sanding occupations; inspecting, testing, grading, sampling occupations, fabricating, assembling, repairing rubber, plastic and related products; longshoremen, stevedores and freight handlers.

Sixty-six per cent of the total job vacancies during the fourth quarter of 1977 were in occupations experiencing tight labour market conditions, but these occupations accounted for only 38 per cent of the total employment in the province. That simple statistic I

think should concern us all. A recent survey by the Canadian Federation of Independent Business indicates that its members are concerned. The survey tabulated returns from 12,314 companies, 54.5 per cent of which were in Ontario. Almost 98 per cent of these respondents have fewer than 100 employees.

The survey consisted of 12 questions. The question in the survey that is of relevance was, "What is the most important and what is the second most important problem your business is facing today?" Ten choices were listed as most important problems. Across Canada the largest percentage of firms, 21.5 per cent, indicated the total tax burden was their most important problem. By comparison 11.4 per cent indicated competency of available help as most important.

In Ontario the corresponding proportions were 19.8 per cent and 11.6 per cent. In both jurisdictions competence of available help ranked fifth amongst the 10 possible replies. As the most important problem competence of available help ranked highest in the two industry groups: agriculture, forestry and fishing; and manufacturing and processing.

Ontario faces a serious problem which is adversely affecting our economic growth. While recognition of that problem is growing, not all employers have accepted the reality. Until every employer in this province recognizes and makes a commitment to training, the problem is going to continue. In encouraging employers to train, we might appeal to their nationalism because Canada's international competitiveness is affected severely by skills imbalance. We could appeal to their conscience, because young people need the support of those who already establish their career, but the best thing to do is appeal directly to their enlightened self-interest.

In speaking I have been emphasizing that training should be viewed not as an expense against the corporate present, but as an investment in the corporate future. Surely it is in the employer's best interest to have a highly-skilled work force capable of contributing to continued financial health. We are not asking employers to work against their personal or corporate best interest. Quite the contrary. What we are asking them to do is, in the long term, to their advantage, to hire, train, promote and thus to succeed. If the employers don't do that the results will be very serious. The company that doesn't train is committing economic suicide. I think it is as simple as that.

One of the initial tasks of the manpower training branch has been making employers aware of the reality of the severity of skills imbalance. In doing that the branch is providing employers with basic, factual information about the problem. I believe this information should be made available to the committee as well.

A recent survey of 6,900 employers showed that only 28 per cent of the employers had any on-the-job training and only 13 per cent had apprenticeships. Certainly the number of companies involved with training had increased, largely as a result of the manpower training branch. However, the commitment of the private sector is by no means adequate to resolve the skills imbalance. Approximately 70 per cent of skilled workers in Ontario were trained outside this country. It is virtually impossible to replace those workers from abroad largely because of changes in federal immigration policy. Further, Canada is no longer attractive to offshore workers as it once was.

A substantial portion of Ontario workers are at this point, to be absolutely frank, getting old. Many are going to be retiring in the next 10 years. And while the skills imbalance is a broadly-based problem, it is most acute in the metal-working occupations. During 1977 there were approximately 14 applicants for each job opening in Ontario. On the other hand, there was only one application for each opening in tool- and die-making occupations. The applicant-toopening ratio amongst machinists in machine tool setup occupations, was 4.51, while the ratio in welding and flame-cutting occupations was 7.59.

Co-existing with these shortages in skilled occupations is unacceptably high unemployment, particularly among the young. During July 1979 the actual unemployment rate in Ontario was 6.4 per cent. The comparable rate for the 15-24 age group was 11.4 per cent. The teen-age unemployment rate was 14.3 per cent. The young suffer more acutely from frictional as opposed to structural unemployment. Structural unemployment implies an applicant is unable to find a position suitable to his or her capacity. Frictional unemployment, on the other hand, refers to the problems faced by persons making the transition from the educational system to the first job, or from one position to another.

With those facts in mind we can proceed to examine the strategy which has been adopted—to form a coalition among management, labour and education to take joint action to resolve a common problem. Within that strategy each party has a responsibility to fulfil, each has a contribution to make, and each has a benefit to gain.

The other key elements of the strategy are to conduct programs on a community rather than on a provincial level. Community here may be defined as a geographic area or a community of interest. The diversity within the province requires that programs be modified to suit the particular needs of the particular community. Another advantage of the community-based strategy is that lines of communication are far more direct within a community than they would be if the programs were operated centrally. These two principles are made manifest in community industrial training committees on CITCs. A CITC consists of representatives of management, labour and education with the first two groups representing a majority of the membership.

At the present time there are 37 CITCs. All but three serve a geographic area. The three exceptions are the Canadian Tool Manufacturers' Association, the Canadian Machine Builders' Association, and the Machinery and Equipment Manufacturers' Association of Canada, representing employers within an industrial sector, rather than a geographic area.

A CITC carries out the following functions. First it determines the manpower needs of its community, finding out the scope, nature, severity and cause of skills imbalance. Second, it begins to develop mechanisms to resolve the imbalance. Training is one such mechanism. If training is required, the ministry assists the CITC to ensure that available training programs are utilized fully. If they are not available, appropriate programs are developed. Once the programs have been developed the CITC organizes, mobilizes and stimulates the community to participate in their programs.

You will note that I have not mentioned the question of funding, and for a very good reason. Funding is not the panacea. The ministry cannot and will not buy employers out of skills imbalance. Many programs can be resolved by the more effective use of existing resources than the infusion of new money. The following non-funding solutions should be considered, for example, in many circumstances: First, a closer integration of the community training needs and the programs offered by the community college; second, restructuring of an individual work place to relieve skilled employees of non-productive administrative tasks; third, joint in-plant training to permit employees to acquire a wider variety of skills than would be available in any one work place. To be realistic, additional funds are required upon occasion and I'll outline them for the members of the committee shortly.

The creation and continued support of CITCs is, perhaps, the single most significant contribution which the ministry can make to the resolution of the skills imbalance program. The CITC is not a magic wand, it's a mechanism, a formula and a process by which the community—labour, management and education—can take co-operative action to resolve their problem.

Leaving CITCs, we should proceed to describe the internal operations of the manpower training branch itself. The branch has

set itself seven objectives:

- 1. Ensuring that information on changes in the labour market requirements for skilled persons are collected, disseminated and used.
- 2. Encouraging training within industry to complement skill training in public institutions.
- 3. Initiating directly training programs when the nature of the training requirements precludes the use of traditional techniques.
- 4. Informing the general public about career opportunities with emphasis on the opportunities in careers as skilled craftspersons.
- 5. Ensuring that existing occupational training activities in secondary schools, community colleges, universities and industry are suitably linked.
- 6. Assisting in the development of an overall career education strategy.

7. Co-operating with other ministries in developing an overall manpower strategy.

The Manpower Training Branch consists of four sections, each headed by a manager, and all reporting to the director. The following is an outline of the duties of the four sections within that branch:

The needs assessment and program evaluation section is responsible for advising other sections of the branch and other branches on trends of employment opportunities, and to evaluate the effectiveness of the programs initiated by the branch to correct skills shortages.

The section is mandated:

To develop and implement projects to monitor and evaluate the efficiency and effectiveness of the action plans of the branch.

To interpret occupational data and economic trends in order to advise external bodies, such as CITCs, council of regents, community colleges and school boards and internal groups such as liaison and program delivery sections, the apprenticeship branch and other branches of the minister, on current and forecast needs for the creation, amendment or termination of manpower training and development programs.

To develop statistical methodology, and advise on the practical application of statistical methods and oversee the application of those methods in evaluation and needs assessment projects.

The program delivery section is responsible for initiating and assisting on a continuing basis the community industrial training committees, where required. In addition, specific training programs will be developed to meet the needs of the CITCs or other groups. These programs are funded provincially or federally by both governments and are generally classified as employer sponsored training programs. This section is also responsible for the Ontario career action program.

The section is mandated:

To design and implement programs to meet training needs of the community through active co-operation with CITCs or specific client groups.

To co-operate with the federal government in program development and distribution of funds.

To provide skill opportunities and test mechanisms to the senior and continuing education branch. To co-ordinate, monitor, review and, when necessary, recommend the modification of existing programs.

To consult with industry, CITCs, training institutions and other branches of the ministry on program development and delivery.

The liaison section is responsible for ensuring the co-ordination and linkage of training programs in secondary schools, community colleges, and in industry. In addition, this section is responsible for developing promotional materials for the general public to assist with career counselling with emphasis on the skill training area.

The section is mandated:

To consult with community colleges, school boards, unions and employers on ways to ensure effective co-ordination among career education efforts undertaken by elementary, secondary and post-secondary schools, employers and employee groups.

The administration section is responsible for the financial and procedural administration of the branch, including financial monitoring of all training contracts with industry, all financial arrangements for training involving the federal government, tracking and record keeping of students in training programs, annual training operations budgets, branch operating budgets and overall annual federal/provincial training agreement with financial implications.

The section is mandated:

To develop, monitor and evaluate financial procedures, documents and records.

To ensure proper financial procedures regarding authorization of training projects where provincial payment is required.

To provide regular financial reports relative to financial commitments and budgets.

To ensure the effective development and maintenance of branch directives, operational manuals and other branch procedures.

To design and implement a student recordkeeping system in co-operation with other ministry student record and tracking systems. [4:45]

The branch seeks to fulfill its mission by implementing employer sponsored training (EST), which is a process of focusing all existing funding mechanisms and training activities. To keep the specific training needs of the industrial community under the EST umbrella there are four funding mechanisms—CMITP, CMTP, TIBI, and TII.

CMITP is the Canada manpower industrial training program, which is federally-funded and is geared to help employers to fill positions for which skilled, qualified workers are not available. It's to help employers as well, to participate in the support of industrial development strategies in various regions of the country; to fill new job vacancies that have resulted from the expansion of the company's operations; and to provide jobs and training for people who find it especially difficult to obtain and hold permanent employment, such as "special-needs" workers.

Although the Canada manpower industrial training program is funded and administered by the federal government's Canada Immigration and Employment Commission, the provinces play a very important part. Furthermore, provincial authorities review course content, monitor the quality and technical aspects of training, and assess its effectiveness.

Normally, the federal government will not undertake a CMIT contract unless the training plan has been the subject of consultation with the provinces, and the company's ability to conduct the proposed course has been verified.

To be acceptable, the company's industrial training project must:

Be in line with training priorities established for that geographical area; must provide a realistic and practical solution to a particular training problem; must take place in Ontario and last a minimum of one week, but not more than 52 weeks full-time, or 1,820 hours part-time; must provide trainees with skills that are transferable to similar jobs elsewhere—except in the case of projects

for special-needs workers; and must utilize, as fully as possible, the expertise and training available in the community and surrounding area.

Training in business and industry is a provincially-funded program to encourage the training of employees in occupational skills. The goal is to improve employee efficiency, effectiveness and productivity. The development of portable skills is a necessary condition for TIBI funding approval.

Only persons associated with an employer or group of employers are eligible for training under the program. The course should enhance the trainee's employability and mobility, and should not be unique to one company. Programs must have a substantial theoretical or class-room content and should be designed to meet the specific needs of both employer and employee, and so should not be limited to on-the-job training.

Provincial TIBI funds are used to encourage small and marginal businesses to train their unskilled and semi-skilled labour. TIBI is designed to assist employers to become more competitive, and to improve Ontario's economy.

Areas of concentration of TIBI have included:

Academic upgrading, such as effective writing, speaking and reading in either English or French as applied to the needs of the company.

Upgrading in business and commercial courses such as business maths and secretarial skills.

General skill upgrading including electronics, blue-print reading, machine maintenance and welding, for example.

The third program is training in industry. TII funds are allocated to innovative programs which will result in long-term improvements in the manpower area.

Projects which have received TII funds include needs assessment surveys; startup costs associated with a CITC; and program development.

In addition to these three EST programs—CMITP, TIBI and TII—the branch also administers the OCAP program. This is the Ontario career action plan, a provincially-funded plan to provide socially useful and relevant work experience to young people who emerge from our educational system. This training can take place either in industry or in government.

The value of the program includes providing a working environment in a specific field of interest for up to 16 weeks; assisting in the general improvement of work performance and helping to develop job-related

skills; assisting in the development of good work habits and attitudes; helping to develop more realistic career goals; and aiding in the acquisition of effective job search techniques.

An evaluation shows that during 1978-79, the OCAP success rate was 81 per cent. A successful OCAP participant either finds employment or returns to school. A total of about 6,500 persons participated in the program.

Those then are the major activities of the program delivery section. As mentioned earlier, the liaison section has a broad mandate to bring about structural, curriculum and attitudinal change to achieve a skills balance. But one of its first most immediate tasks is to assist the educational system to implement the advanced training credit program.

Essentially, the purpose of the advanced training credit system is to create a continuum of educational opportunity, linking the secondary school with the apprenticeship

program.

As members are aware, many secondary schools offer programs in what are called technical subjects, such as auto mechanics, machine shop, food service, et cetera. Further, most formal apprenticeship programs include a theoretical segment, taught in the community college.

Under the ATCP, training done in the secondary school can gain the student exemption from the in-college portion of apprenticeship training. At present, advanced credits are offered in eight occupations: cook, baker, retail meat cutter, machinist, industrial mill-wright, construction millwright, major appliance repairer, and hairstylist.

It is expected that additional occupations are going to be added to the existing eight during the coming years. One of the unique features of the program is that work done in the technical subject gains the student credit towards journeyman status and at the same time towards secondary school graduation diploma.

Branch staff have visited virtually every board in the province, assisting them to determine whether an ATCP can be offered during the 1980-81 school year. Some schools are already offering the program. A total of 46 schools in 28 boards have enrolled approximately 4,700 students during the past two months.

Actual skills training is only one element, however, of a much broader effort to acquaint young people with the world of work. The other two initiatives are occupational information and career exploration.

The occupational information initiative is designed to acquaint young people with the wide diversity of occupations within the Ontario labour market. This exposure could begin at any age; however, it seems to be most effective when it begins during the elementary school years. As Edwin Herr of Penn State University points out, "Because of the importance of early childhood experiences in the family, the school and the community, intervention in career needs begins during the first decade of life."

Once a person has been exposed to a number of occupations, he or she can begin to explore those which are of personal interest or which match the person's capabilities. This career exploration stage could make use of the personal skills of the guidance counsellor and of such computer-basic data systems as the provincial SGIS or the federal CHOICES and other programs. Only if the student decides to obtain specific marketable skills, will he or she enter a skills training program.

Despite the current emphasis on forging greater linkages between school and the world of work, I must make it clear that the educational system will not relieve the employer of his pre-eminent responsibility to train employees. The manpower training branch believes that the most effective way to achieve a lasting skills balance is to enable employers, employees, potential employees and institutions to make rational, well-informed decisions about labour market supply and demand.

Clearly linked to our manpower training initiatives are those activities in the area of apprenticeship.

As indicated in the opening remarks to the estimates last year, we introduced new programs including motive power. Currently there are over 43,000 motor vehicle mechanics in the province. Since 1972, Ontario has increased the number of apprentice competitions in this area by 41.3 per cent, from just over 1,000 a year to now over 1,400 a year.

In addition to increasing numbers, the ministry, in co-operation with trade associations, dealer associations and vehicle manufacturers, has embarked upon a program to provide employers with productive employees when they enter the on-the-job phase of training. Although training has been improved, we have been able to reduce significantly the time served by the apprentice in the training mode.

A study commenced on December 1 to improve curricula, and methodology and to remove barriers that may exist in legislation. Increased efficiency is expected in the dovetailing of the secondary school and college

motor vehicle mechanics' apprenticeship curricula which are to be implemented at participating secondary schools next September.

One reason for a shortage of mechanics is the low retention rate of these skilled workers in the trade. We will be discussing this problem with the associations in the very near future. We have also expanded into an additional approach to apprenticeship training which involves a 40-week apprenticeship inschool program at the community colleges at the outset of the apprenticeship.

Of course we have had to make sure that we have full commitment from the employers, otherwise students could very well find themselves without jobs at the end of their school program. But after two years of work experience with the employer, an individual is eligible for the final examination and certificate of qualification. This training commenced in September of this year. As a matter of interest, the program was over-subscribed, a clear indication of the enthusiasm with which the industry has responded to this innovative approach to apprenticeship. There are 140 persons involved in it.

On June 6, 1978, my predecessor, the Honourable Harry Parrott, then Minister of Colleges and Universities, announced the completion of training regulations for the trades of general machinist, tool and die maker, and mould maker under the Apprenticeship and

Tradesmen's Qualification Act.

The development of these regulations represented a major step in the government's efforts to alleviate the perceived shortage of skilled manpower facing the precision metal machine industry. It is a result of eight months of meetings with management and labour representatives on a provincial advisory committee to arrive at a provincial training standard for the first time.

When the advisory committee met for the first time in October 1977, we had the following numbers of registered apprentices in the industry: general machinists, 498; tool and die makers, 596; mould makers, 78.

Since the regulations for these trades were promulgated and publicized in June 1978, we have experienced an unprecedented increase in the number of registered apprentices.

More recently, on October 6, 1979, a regulation for the trade of industrial mechanic (millwright) was promulgated under the Apprenticeship Act, and we are confident significant increases in registered apprentices will result.

Where demand has indicated we have moved into day release and night school programs in support of apprenticeship training. Until recently all apprentices in the regulated trades attended block release (full-time) training for the in-school component of the program. Only apprentices in the non-regulated trades attended night school programs for their training.

However, from 1978, programs have been developed for some of the regulated trades, whereby the apprentices could take the inschool component by attending night courses. Night courses for motor vehicle mechanics commenced at St. Clair College in Windsor in September 1978. From 20 apprentices in 1978 we now have 40 attending in September 1979.

Apprentices in the metal cutting trades—machinists, tool and die and mould makers—are now attending night courses at George Brown, Conestoga, Fanshawe, two campuses at Mohawk, Niagara, Sault College, and two colleges at St. Clair College. Four colleges are conducting training for these trades on one-day release programs—Algonquin, Georgian, Loyalist and Sir Sandford Fleming colleges.

Also, on a one-day release program, cabinet makers are attending Georgian College for their in-school training, and we expect to offer this program at Fanshawe College in the near future. The attendance at night schools has increased from 1,137 enrolments at seven colleges in 1977 to an anticipated 3,000 enrolments in 12 colleges in 1979.

I would like to mention new trades regulated since last year and what we propose doing in this regard in the coming year.

In 1979, two trades were regulated—industrial mechanic (millwright) and lineman.

When a trade becomes "regulated" it becomes subject to a structured apprentice-ship training program with on-the-job and in-the-school instruction and leads to the issuance of a certificate of qualification on a voluntary basis. That is, Ontario does not require an individual to hold the certificate to work legally in the province. However, some employers and unions make its holding a condition of employment.

In the year 1980-81 current regulations will be amended and new regulations will be developed. The amendments to the group of motive power trades—sprinkler and fire protection installer, and refrigeration and air conditioning mechanics—will be processed to reflect the technological advancements and the training requirements of the respective trades. We intend to develop apprenticeship training programs and, subsequently, regulations for the trades of instrumentation mechanic, industrial electrician, alarm and

securities systems installer, horticulturalists, and fitter structural steel plateworker.

In October 1978, we conducted an apprenticeship blitz to try to interest a great number of employers in taking on apprentices. Employers contacted were strictly in the manufacturing sector and primarily in the metal-cutting trades. Comparing the ninemonth period just prior to the blitz with the nine-month period following it, the total number of active apprentices right across the board increased by only 2.47 per cent, whereas the increase for the metal-cutting trades—the focus of the blitz—was 50.1 per cent.

Because of the priority the government has placed upon industrial training, the branch has been granted authority to hire 80 staff to help expand the apprenticeship program. We shall now be able to generate more positions within industry for apprenticeship, and also expand our existing service of matching prospective apprentices with employers. Our target is to increase registrations in apprenticeships by 12,000 in the next two years—that is, to increase the number of active apprentices from 30,000 to 42,000.

In spring, 1977, we hired the firm of Currie, Coopers and Lybrand to provide the ministry with information on the costs to employers in the metal-cutting trades for apprenticeship training. The results, thought, would be useful in adjusting legislation and in promoting apprenticeship in industry. The results are not yet complete, but it became very clear we had to expand into areas other than metal-cutting in order to get a clearer picture. This we did, and phase two of the study was launched in January, 1978, to deal with construction, motive power and services trades. The specific trades being studied are: brick and stone mason, electrician, plumber, motor vehicle mechanic, heavy duty equipment mechanic, auto body repairmen, farm equipment mechanic, radio and TV serviceman, and cook.

The report should be ready for distribution in winter 1980. We are at the present time improving our computer system so that we may track our apprentices better during the course of their training, and so that we may generate automatic renewals for tradesmen's certificates of qualification, Replacement computer systems are currently being developed under contract by Systemhouse Ltd. The project is about 50 per cent completed and is currently in the final stages of program is currently in the final stages of program design. The complete system is scheduled to go into full operation by the end of March, 1980, while the existing computer systems will be phased out beginning February, 1980.

Other significant features of the new system are the computer preparation of contracts and portions of the log book. The examination processing will also be improved through the use of computer-readable examination answer sheets and the subsequent marking of results.

A progress record book has been designed as a guide for training. It provides the apprentice with a sound method of recording and reporting his practical work experience. It will be introduced in March, 1980, in conjunction with the implementation of the new computer system. The book will be issued to apprentices in all regulated and non-regulated trades and will permit the branch to monitor more effectively an apprentice's training on the job. It will also provide the mechanism to maintain on-going status records on an apprentice. Now we shall be able to store all meaningful data on the apprentice's computer file,

Interest in training for miners has increased in the last couple of years. A mining tripartite committee, made up of management, labour and government, was formed and is, at this time, very active.

To date, it has produced an occupational profile covering the common core basic underground hard rock mining skills along with suitable procedures and accreditation. The profile has worked out well and interest, both national and international, has been shown.

Under development are specialties beyond the common core leading to classification of miner. Development is expected to be completed in this phase by November 1, 1980. Meanwhile, the accreditation for this phase, except for small changes to procedures, has been approved. The accreditation is in the form of a certificate of qualification issued by the Ministry of Colleges and Universities under the Occupational Health and Safety Act, Ministry of Labour.

One final word concerning the apprenticeship program. Last year concern was expressed about dropouts or cancellations from the programs. The dropout rate is influenced by many factors, primarily those which are reflections of the state of the economy. Individuals leave the trade or merely decide to leave the program. Some will not interrupt their work, the on-the-job training, to take the necessary in-school training even though they receive generous allowances while so doing. The dropout rate remains at about 34 per cent of all those who register, most of these in their first year of training-that is before they become heavily committed to the program. This cancellation rate compares favourably with other training programs,

Earlier, Dr. Fisher referred to a number of program developments in the health sciences in the colleges and I would like to address a few remarks related to the schools for nursing assistants.

Preparation for a career in nursing in Ontario is available at three levels: Degree program, bachelor of science, nursing; diploma nursing programs and nursing assistant pro-

grams.

Nursing assistant programs are offered under the auspices of the Ministry of Colleges and Universities in 11 community colleges and five regional schools; under the Ministry of Education in five secondary schools; under the Ministry of Health in 12 hospitals. The regional schools for nursing assistants are located in Hamilton, London, Sudbury, Thunder Bay and Toronto. Two classes are enrolled each year, one in September and one in March. The total capacity for full-time students is 520.

The major objective is to prepare students to meet and maintain the College of Nurses' Standards of Nursing Practice for Registered Nursing Assistants, a document based upon interpretation of regulation 24 made under the Health Disciplines Act, 1974; Part IV: Nursing.

The program standards are minimum requirements which reflect the standards of practice of the College of Nurses of Ontario and must be met to ensure that graduates are eligible for admission to the examination conducted by the College of Nurses for initial registration and certification as nursing assistants in Ontario. Successful candidates are entitled to use the title of registered nursing assistant. That certificate must be renewed annually and carries with it personal responsibility for performance of nursing within the defined role—registered nursing assistant.

The basic nursing programs, usually 36 weeks long, are approved by the Ministry of Colleges and Universities. The basic criteria for approval is standard. The College of Nurses, under a special arrangement with the Ontario Council of Regents, inspects the schools.

The question of access to post-secondary education on an equitable basis is a continuing question, both on academic and economic grounds. Particularly in the latter area it is almost impossible to achieve a balance between public subsidy, both direct and indirect, and private contribution that is seen as equitable by everyone. There are those who suggest that there should be no student fee and virtually unlimited subsidies to the individual. There are also those who feel equally strongly that the individuals who

benefit most from post-secondary education should pay a much higher share of the costs. As in many other areas in education, Mr. Chairman, the government has attempted to take a middle course.

During 1978, a study was commissioned to P. S. Ross and partners to determine the actual practices of universities and colleges in Ontario with respect to tuition fees and related charges. The study was intended to collect factual information on the practices of Ontario institutions.

But the opportunity was also taken by the contractor to ask opinions of different groups, including students, faculty and administrators, concerning possible changes to the fee structure. This information was not intended to be a statistically valid representation of provincial opinion but rather to illustrate typical positions assumed by these groups.

In 1978-79, a record amount of assistance was provided through the Ontario student assistance program. Our expenditure was over \$79 million and this did not include approximately \$80 million provided in Canada student loans. For 1979-80, \$80.7 million has been budgeted for the Ontario student assis-

tance program.

This year the processing of applications has gone quite smoothly with the result that up to November 23, 1979, 74,510 applications have been processed and \$140,284,610 have been awarded in loans and grants. We are receiving within the ministry numerous favourable comments about the program and interest in our approach has spread to other jurisdictions across Canada.

We are continuing to review our current policies and an internal policy review committee has been established to examine all student assistance matters to improve the program even further.

The Ontario Student Loan program has been extended to students studying at certain private vocational schools in Ontario. This means that students attending these institutions, as was mentioned earlier, can now receive grant assistance under the Ontario study grant plan and loan assistance under both Canada student loans, and our provincial loan plan.

In addition to the regular program the following offerings were made available without any increase in operation cost, i.e. by reusing seats vacated through attrition.

Applicants previously enrolled in basic nursing programs at the nursing assistant or diploma level in Ontario and jurisdictions outside of Ontario may apply for credit for previous nursing studies to complete a shortened program. The number of credit student admissions is related to the attrition rate in any given class. Seventy-nine credit students were enrolled in 1978-79.

One independent study program has been available since 1974 for applicants who have failed the registration examination on the first and second sitting. They are required by the College of Nurses to complete a program of studies, theory only, before admission to the third sitting of the registration examination. The program was developed by the regional schools and met the requirements of the College of Nurses of Ontario. The teacher adviser, a member of the full time faculty, works with each student on an individual basis during any free hours within the 40 hour teaching week. Fourteen students were enrolled in 1978-79 and all but one were successful.

Twenty-three graduates currently registered as nursing assistants who have been out of the nursing field for a minimum of five years were admitted for a short refresher program of theory, demonstration and clinical practice to assist them in returning to the work situation. Successful candidates became gainfully employed within a few weeks of completion. This was a new program offering in 1979.

The regional schools for nursing assistants were established in the mid-1940s and early 1950s under the Department of Health, the Ministry of Health as it is now, and were transferred to the Ministry of Colleges and Universities in 1972. Candidates with a grade 10 standing meet the educational requirements for admission to these courses. Mature candidates are considered on an individual basis and policies are consistent with those in all other post-secondary institutions.

The Ontario special bursary program is being fully applied to the educational expenses of needy part-time students. Numerous students have been identified as initial bursary recipients and are now in the work force benefitting from the training they received at the post-secondary level.

The Ontario graduate scholarship program continues to encourage academic excellence among graduate students in Ontario by providing funding to students demonstrating high academic merit. Almost all of the 1,200 scholarships have been accepted by students doing graduate and post-graduate study here in the province.

In closing my remarks on the elementary and secondary portion of my estimates I made reference to our equal opportunity affirmative action program. That program is equally active in the post-secondary sector.

Last June I wrote to the presidents of all post-secondary institutions in this connection. My letter read in part as follows. "As you are aware, the government of Ontario is committed to a policy of equal opportunity and promotion policies for women. In a recent letter to me, the Premier stated that he felt that we should take steps to re-emphasize our commitment to this program.

"In view of the Premier's concern, and of my ministries' responsibility to our staff and to the staff and students of the schools, colleges and universities which it serves, I have established an equal opportunity affirmative action unit within the ministry. As part of its task, that unit will establish a working liaison with the colleges of applied arts and technology and, should you feel it appropriate, with the universities."

That working liaison is now well underway.

On October 4, the newly-revised affirmative action guidelines for women in the colleges of applied arts and technology were introduced to the provincial women's advisory committee. On November 19, a workshop was held to assist representatives of the colleges in preparing their affirmative action plans for reporting in the multi-year plan as specified in the new guidelines.

The equal opportunity affirmative action unit worked closely with the committee of presidents end the executive of the provincial women's advisory committee in the development of the guidelines, and presented them to the council of regents. In addition, meetings to discuss the details of a college's plans have been scheduled with at least five colleges at this time.

The response to my letter from the university presidents has been very high. At this point, meetings have been scheduled at six universities for discussion of their affirmative action plans. Though we recognize the autonomous nature of the universities, we are pleased to offer the services of the equal opportunity affirmative action co-ordinator in the further development of the principles of affirmative action.

As in the case with my Ministry of Education estimates, I have outlined only a small sample of the range of activities being supported by the funds I am asking the committee to approve for the Ministry of Colleges and Universities.

[5:15]

Mr. Sweeney: First of all, I would like to respond briefly to some of the points the minister made in her opening statement and then go on to some remarks I have prepared in advance.

I notice the minister opened by saying it was her intention and the intention of her government to make the post-secondary sector of government activity stronger in the future. I would only suggest, Madam Minister, that the statements presented by some of your advisory councils among others would seriously challenge that statement.

As a matter of fact, I think we are going to spend a considerable amount of time in these estimates looking at that very position. I wish it were so. I wish things would change to make it so. But the indications at the present time are that things are not going to get better; things are going to get worse. You will also have an opportunity of course to react to that.

I couldn't help but notice on page 4 the remark, "I wish to address my comments to the key areas, the university sector, the college sector and the manpower." I don't know whether it was just a slip but you didn't mention the fourth kev area, which is student affairs. You touched on it several places in your remarks, but I think it would have been appreciated if you had indicated right at the beginning that it also is a key area with you.

Hon. Miss Stephenson: But student affairs runs through the entire range of activities.

Mr. Sweeney: I was referring primarily to the fact that the budget estimates are divided into four main sections. You touched the first three of them and omitted the fourth.

I notice, going on, you indicated that because of the high capital investment made by the province in the 1960s and early 1970s, that somehow that was to be considered a substitute for what is usually phrased the under-funding of the operating part of the system today. I would only suggest to you Madam Minister, as I have to the Premier on a couple of occasions, unless the minister would—

Hon. Miss Stephenson: That's a strange deduction, Mr. Sweeney.

Mr. Sweeney: I am pretty sure that is what you said, Madam Minister.

Hon. Miss Stephenson: No, I did not. I said we had a major investment in the university system—

Mr. Sweeney: But you also indicated that critics of under-funding of the system today would have to remember that major capital investment. Although both those statements are true, I don't think they are as linked, as perhaps I understood you to be making the linkage. We can come back to that if that is not what you intended. I would again

suggest that is an inappropriate linkage, if that is what you were really saying.

Hon. Miss Stephenson: It wasn't a linkage.

Mr. Sweeney: Perhaps at some time in the future, Madam Minister, you could explain to me the real increase of \$265 per student which is listed at the bottom of page 11. I went back and reread that paragraph a couple of times as you were talking, and I just don't see where you get that figure from. It certainly doesn't come from the other two figures you are quoting; perhaps you have some other source I can't see there.

On page 12 of your opening statement, you talked about the amounts of money that seemed to be needed to fund the system. You indicate there were limits as to what you could do. The point has been made over and over again, Madam Minister-and as a matter of fact you repeat it yourself on about page 55, when you are referring to industrythat in many ways what we do in the training of our young people should be considered an investment rather than solely an expenditure. It seemed a little bit odd to me that on the one part you were saying the government couldn't do more because it is an expenditure, but later on when you are referring to business, that business should do more because it should be considered an investment. I think somewhere along the line we have to draw those two together.

Hon. Miss Stephenson: I think even you will admit there is a major investment of public funds in the university system, on an annual basis, including now.

Mr. Sweeney: Yes, I am not quarrelling with that at all. I am quarrelling with what I understand and perceive to be the contradiction in your statement about being unable to do any more than you are doing. No one is denying what you are doing. The question from many sources—and I needn't tell you this because you have heard it yourself many times firsthand—is whether or not it is enough for the social and economic needs of the province. That is the question; and the point remains do we look at it in terms of what we can afford, or whether we see it as an investment, as you referred to later on with respect to business.

I was really pleased to hear your reference to the enlarged scope of the northern Ontario colleges associated with Laurentian University. That is something I think the record will show the critics from both opposition parties have brought to your predecessor's attention on two or three occasions. That is good news; I am pleased to hear that and I am sure those colleges will be as well.

I noted also that you made reference to the increase in applications to universities, particularly in, I think, the general arts field. I wonder if there is any evidence, if any of your people have done a survey as yet to find out how many of these applicants are going in because they genuinely want more education, or because they can't get a job. I am not suggesting that the latter reason is not valid under some circumstances: I would only point out that it may not be the ideal reason that perhaps is suggested, that in fact the system is being perceived as something other than it really is. I think in a case like this, when you get that kind of a shift, it is incumbent upon you to find out exactly why it is happening.

You also go on to indicate that some of these people are going back because they have discovered the unemployment rate for university graduates is lower than that for most other groups. That brings back again a point we have made a number of times before, which is the extent to which university grads obtain employment in a position that a secondary school grad could quite

easily handle.

The point that has been made a number of times before, by two of your predecessors as a matter of fact, was that the government somewhere along the line has to take some action to reduce the demand for paper qualifications by some employers, who demand a university degree when a secondary school grad could do the job.

The question that seriously raises is, are we as a province, and is the economy of the province, being forced to expend large sums of money to train people to a much higher level than employers really require? That is not to suggest by any means that a university education is not of value in itself-I am not putting it on that level. What I am saying is, as I pointed out to you, at least two of your predecessors have drawn attention to the concern they held there. Therefore, I think it is something we should be-

Hon. Miss Stephenson: You haven't been reading my speeches to the business community, Mr. Sweeney, because I have raised it several times.

Mr. Sweeney: It is something we are going to come to a little later, Madam Minister, with respect to apprenticeship. It apparently isn't enough just to talk about. Somewhere along the line the government is going to have to do something. Quite frankly, at this time I don't know what it is, I don't have the answer to the dilemma. All I am saving is, we have talked about things that business-

men and employers should do, and it seems quite evident they are not prepared to do. Therefore, at some time somebody has to take the bull by the horns and say, "Thou shalt."

Just how you are going to frame that or how you are going to legislate or how you are going to mandate it, I am not sure, but I think the time for talking has stopped and the time for action should begin. I will touch on that same point a little later on when we talk about apprenticeships.

I raise it right now because it is not really appropriate to say, "Aren't the universities doing a wonderful job? All of these people

are going because they realize they are going to get a job when they graduate," when in fact in many cases they don't need the extra qualifications or extra training for the job

they do get.

The other thing it does is put at a disadvantage the secondary school graduateswho we know represent 70 per cent of our secondary school students-who don't go on to post-secondary education. So I think it works both ways.

You talked, Madam Minister about future faculty needs, and I certainly agree with that. That is a point a number of the universities, the faculty associations, have especially brought up. The only point is those future faculty needs have to be encouraged right now. Otherwise, we are going to be in trouble five to 10 years down the road. I am referring to such things as the Ontario Student Assistance Program limitations. As the minister well knows, the student who gets into a graduate school is no longer eligible for grants, even though he or she continues to be eligible for loans. That is definitely discouragement in that area of graduate education.

Second-and we will spend considerable time on this, I hope-is the whole question of more incentives in the research funding field, so the very best and brightest of our young people, both men and women, will be encouraged to stay in to not only become the needed researchers but also to become the

needed future faculty.

All I am suggesting, Madam Minister, is it is all very well to say that somewhere down the line things are going to have to be done; but the point that needs to be made is if we are looking at future faculty, five or 10 years down the road, something has to be done right now. It is not what we are going to do five years from now.

I would also suggest, in the same vein, the current faculty problems are going to have to be addressed. It occurred to us, on behalf of two or three groups that appeared administrations of the colleges if you were to try that one on them. I think they would say their figures would show that it was considerably below the rate of inflation—from a percentage point of view, anyway.

I was pleased to note the reference—and it was the first time I'd seen it; I wonder why I hadn't heard it somewhere else—to an additional \$7 million going to the community colleges for those courses which were most

job-oriented.

Hon. Miss Stephenson: Mr. Sweeney, it was announced twice. It was in the newspapers at least twice. One of the Globe and Mail reporters thought, three months after the initial announcement, that she had found a brand new story, so she released it again at that point.

Mr. Sweeney: I must have missed it both times, then. That says something about my

powers of observation.

I guess one of the reasons I didn't catch it was because of a situation at Conestoga College, which is in my own area, with respect to some programs—and we will talk about that at greater length later on. That is certainly a place where I feel more money could be well spent. I don't say that from a parochial point of view, but rather because of the machine tool program they have started there which seems to meet a very real need. We will talk about that when we come to the community colleges.

I was also impressed with your description of the program for small businessmen—entrepreneurs I guess may be a better way of looking at them—listed on pages 38 and 39. I have to raise one question, though. That consultant's report on apprentices—the Currie, Coopers and Lybrand Ltd. report—describes the reluctance of industry to participate in the training of apprentices to the degree we would like them to. I wonder what incentives you are going to provide to businessmen to co-operate in this program for the training of entrepreneurs.

I am very impressed with the intent there, but once again, I clearly would get from vour statement that it requires fairly high involvement of businessmen themselves. All I can say is, looking at the track record of industry, you are going to have to provide some incentives if it is really going to work. I hope

it does, but let's learn.

That leads me right into the question that has already been raised a couple of times, and that is the whole issue of apprentices. I have to ask, Madam Minister, at what point is the province going to be prepared to mandate? I use that word with the full under-

standing of what it means and that is the degree of intrusion. But I think the time has come to mandate that industry operating in Ontario is going to have to become involved in the apprenticeship training program. Not should, not we wish, not we hope and all those other nice-sounding words, but have to.

The thing I find so ironic is that the countries from which we now import so many of our skills, and from which we continue to import so many of our skilled tradespeople, are countries which do mandate it. I can't think of any other word and it is ironic. In so many cases, and several of them were mentioned to the minister before, they are the same companies operating in those other countries as operate here in Ontario. When they operate in the European countries they have to include apprenticeship as part of their mode of operation, but when they operate in Ontario, they don't.

Hon, Miss Stephenson: Or anywhere else in Canada.

Mr. Sweeney: Then maybe this is one of those areas where Ontario should take the lead. It seems pretty clear they are not going to do it on their own. There has to be some kind of incentives and maybe it is only by government mandating they will do it.

You spent a considerable amount of time in your opening statement talking about skilled-trades training and I was delighted to hear it. I had to smile again a bit when I noticed the phenomenal growth that was listed—again this was something I wasn't aware of until I heard your statement—in the independent or private vocational schools. If the figures are correct, the increase was something like 17,000 to 87,000 in about four or five years. That is a 500 per cent growth. That needs more investigation because that says more than what you suggested—in other words, that it just provided another avenue of opportunity. That growth is just too great.

I couldn't help but recall that during the Ministry of Education estimates debate, we spoke a little there as well about the growth of the independent or private schools or alternate schools. I think the growth there in the last five or six years was something like from 40,000 to 63,000 or 64,000, which is about a 50 per cent growth in five or six years. In other words, we are finding that in both sectors of your responsibility—as the Minister of Education and the Minister of Colleges and Universities—there is a very significant increase in the non-public student attendance with respect to educational opportunities.

There is a message there for you, and you are going to have to figure out yourself just

what it is, I can make all kinds of speculation, but I am sure that is all it would be at this particular point in time. However, I'd suggest that maybe they see a need that simply isn't being met by those ministries under your jurisdiction,

[5:45]

I was once again very pleased to see the long and detailed statement you made with respect to changes in manpower training. It is an excellent outline. But excuse my scepticism, and for a little while excuse the scepticism of people outside this building, when they look at some of the great statements that have been made in the past and weren't carried through.

I have drawn this to your attention be-

fore, Madam Minister, but I think it bears repeating in this context: in April of 1976 your predecessor in this ministry made a statement in the House, referring to the fact he had asked one of his officials to review all the commissions and bodies that looked at manpower training in Ontario in the recent past. That was "past" in the context of 1976. They came up, I think, with no less than five. If I recall correctly, the dates were 1963, 1968, 1971 and 1973. That is only four, isn't it? There is another one in there somewhere. They had each, in their own way, identified the problems with respect to skilled trade training needs, had made recommendations, and had even gone so far as to predict some of the problems that we would encounter in this province if we didn't start acting on these.

The point the minister made even at that time was how these things came up "with recurring frequency." I think those were the words he used. Yet of course, here we are in 1979, 16 years after the original study and 11 years and five years and so on after the others, and we have got this major problem. That is the one area of scepticism. The other one is the recent announcement made by your colleague, the Minister of Labour, in the Legislature, that they were going to try to figure out what the manpower needs were; make some sort of analysis, and some sort of assessment of what was happening out there, and what we should be doing.

Hon. Miss Stephenson: The manpower commission is doing that right now.

Mr. Sweeney: Okay. But you might remember that at the time it was drawn to his attention, the same type of body-as a matter of fact it had some of the same people-had been set up back in 1973, six years earlier. I recall someone-I think it was my leader, though I could be challenged on that-drawing attention to the directory of the Ontario government where it had another body listed. The words were slightly different, but the description for that body was almost identical to that of the new body the Minister of Labour said would be set up. The Minister of Labour was challenged on that and made the observation, "yes, that one didn't work so well."

Hon, Miss Stephenson: OMCC?

Mr. Sweeney: No, it was in the former directory, under the Ministry of Labour. I can't remember the title, Madam Minister, you have got so many of these names with initials that I lose track of them.

Hon. Miss Stephenson: The Ontario Manpower Co-ordinating Committee?

Mr. Sweeney: That sounds like it.

The only point I am making is that what you said in here is a good statement; it is an encouraging statement. But we have heard those kinds of things before. We have seen them expressed in similar ways. I only point out, don't be surprised if you get some scepticism.

I guess what I am trying to say is that this time your actions are going to speak louder than words. People are going to be encouraged by the fact that you see the problem in the light you do. I certainly am, and I think a lot of other people will be, but they are going to sit back and watch to see what you do.

Hon. Miss Stephenson: I hope to participate rather than just sitting there.

Mr. Sweeney: I hope so too, I really do. But that comes back to a point we made earlier, that it might take more than just wishing. It might take some legislative action on your part and the government's part to-

Hon. Miss Stephenson: Interestingly enough, simply having the problem brought to their attention seems to have had a very significant impact on the metal machinists. They now have a participation rate in terms of employer-sponsored skills training which is 25 times that increase across the board.

Mr. Sweeney: I will believe it, when I see

Again, don't be surprised if other people take a similar reaction.

I have a little note here, "Skilled trades as corporate investment," We talked about that already. I think that is a good point, I really do. All I am saying is that when it applies to your field, apply it as well. Your reference, Madam Minister, to the advance training credit in the secondary school must have, in

before us at the Bill 19 committee hearings, that in addition to the possibility of not having enough faculty in the future, we could very well be losing some of the best faculty

we have right now.

I can recall in particular one professor from the University of Toronto, who I understood is considered to be one of the foremost genetics researchers in the country, saying quite simply he will probably be leaving the University of Toronto fairly soon because of the instability of any kind of long-term funding as he perceives it and as the institution perceives it. He indicated in our discussions at the Bill 19 hearings that he didn't sense he was any exception. He indicated the people who are really doing some of the front-line work in research, right on the cutting edge, were increasingly going to be moving out of Ontario and going to other Canadian jurisdictions, or other jurisdictions outside of Canada. We will touch on that again when we come back to research.

If we talk about faculty, we have to look at faculty from two points of view: the very best ones we have right now whom we could be losing and the ones we hope we are going to have five or 10 years down the road.

I was pleased again, Madam Minister, when you made your references to the foreign students. As a matter of fact, I dearly wish the comments in this statement had been the same kinds of comments which your predecessor made about two years ago. I don't know whether you remember it or not, but there was a rather bitter disagreement-which is about the kindest way I can put it-between a number of other people and the former minister, including myself, about the lack of validity, of the need for that foreign differential fee. The point made at that time was there was a certain attempt to placate or to react to-and I think the minister, himself, used the term-"growing public concern." I think I am fairly accurate in that quote.

The minister admitted much of what the government had done at that time in setting those differential fees was to placate this growing public concern. The point made very strongly then was the number of people involved, the percentage of the post-secondary system which foreign students represented, was very small. I am happy to hear you say that now, because you clearly point out three of the things we said then. The first is that in total percentages, foreign students are about four or five per cent. It is that small in terms of percentages, and in some of the professional schools, it is much smaller again. As a matter of fact, I think at the time that

differential fee was introduced, one of the public cries was about one's son or daughter or nephew or niece not being able to get into medical school.

We did a quick check around the province and we found in all the medical schools in Ontario, there were only seven foreign visa students. That represented one half of one per cent. I could be corrected on that, but it was about that figure, anyway. The minister didn't challenge us on that one. I think they were fairly accurate as we went right to the universities and asked them.

[5:30]

The third point you bring out referred to the long-term international debt that Canada and Ontario owe with respect to our students having received their education from other jurisdictions in the past. To a certain extent they are still doing it.

For all these reasons, we said at that time and still think that foreign fee differential is not justified. It is my understanding that our students from this province and from this country can still go to many other jurisdictions without paying a foreign fee differential. Not all, but nonetheless it's still there.

Hon. Miss Stephenson: The number is decreasing rapidly.

Mr. Sweeney: It's still there.

Madam Minister, granted it's two years late but if you, yourself, and your government really believe what you said in this statement then you should be open to reviewing that. That was the crux of the whole argument two years ago but at that time nobody agreed with us. Now, as I say, it's almost word-forword.

I notice you made reference to the fact that you cannot support individual institutions coming to the minister or to the government asking for special funding fees. I had to smile a bit because one of my colleagues in the Legislature, who has been around here a lot longer than I have, told me that a few years ago—prior to 1964 or 1965—that was the common practice—that what you got for your university depended on how well you knew Les Frost.

Hon. Miss Stephenson: That was before 1960, 1959.

Mr. Sweeney: Les Frost, John Robarts—Anyway, I gather that was the common way of doing things in those days and we only had about nine or 10 universities at that time so maybe it wasn't so surprising.

Hon. Miss Stephenson: I heard that story too.

Mr. Sweeney: I certainly agree that we don't want to go back to that system. I point out, and I gather you have recognized yourself, that Ryerson is slightly different from all the other institutions. I won't get into a discussion with you—I was going to say argument but I don't think that is what it needs to be—a discussion with you as to just how unique it is. I think most people recognize it certainly is different from any of the colleges or universities, and in its place it needs to have some special consideration. I am pleased to hear the minister is giving it that special consideration.

You referred to the Ontario Federation of Students and the ways in which you meet with them and take their needs and concerns into consideration. I draw your attention, Madam Minister, to one of the points they made very clearly when they were here November 23. They sincerely hoped the new review being set up at the federal-provincial level would include student representation. At that time they had not heard whether or not it would. Given your position in the Council of Ministers of Education, it certainly would seem to me, and perhaps to them as well, that you could exert some influence on the council to ensure some degree of involvement by the Ontario Federation of Students on that federal-provincial review. I gather it's mainly on funding and student aid and tuition and things like that.

Hon. Miss Stephenson: No. May I comment at the moment?

Mr. Sweeney: Yes, please.

Hon. Miss Stephenson: The task force which is being established is to examine the principles of the Canada student assistance program in order to try to bring it more upto-date to examine the problems that have occurred within that program, some of which have been very long-standing and of great concern to the provinces for at least four or five years. The task force which will be established will be looking at this over a relatively long term—I would think probably a year or 18 months.

When we met with the National Union of Students on November 23 we informed them of all the factors involved and the activities that were going to be going on and they provided us with further recommendations at that time.

Mr. Sweeney: Okay.

The minister then went on to refer to the community colleges of applied arts and technology, and I have to wonder at a point that was again brought up in the Bill 19 hearings. We keep going back to those but I think you

will admit it's one of the most recent references to a large number of people coming in and expressing their concerns.

The concern expressed was that a number of grade 13 graduates and students who had either finished university, or were at least part way through university, seemed to be taking an inordinate number of positions at the community colleges. The observation was also made that one of the reasons, not the only one and you clearly identify that in your statement—for setting up the community colleges was to provide an alternative for what is usually referred to as the general level student coming from the secondary schools.

The charge was made at that time—I think it was made by the Ontario Secondary School Teachers' Federation but I could be corrected on that—that general level students were being denied the possibility of getting in because they were "being beaten out in the competition" by senior matriculation students, or people who had even gone part time or full time to university.

If we are going to be reviewing, as you seem to suggest in your statement, the role of the community colleges—the thrust, the purpose, and the function of the community colleges—this is certainly something we should be reviewing.

Dr. Fisher: Mr. Chairman, I don't know whether we could refer to this in specific data, but some initial data indicates it is not significant in terms of the percentage of total enrolment. It might be close to about five per cent. However we have identified a trend towards that happening. We may enlarge upon that when we come to the specific vote.

Mr. Sweeney: I make it very clear to both the minister and the deputy that I wouldn't want to see anyone denied access. I don't mean it that way. The only point that would concern me is if that group of students were—again I will have to repeat my words—being beaten out in the competition; that would concern me. I want to be sure it is put in that context. Given, as your opening statement seems to suggest, Madam Minister, that you are looking at the whole role of the community colleges, this would be an appropriate time to do that.

I had to smile slightly and at this time it was your deputy reading pages 32 and 33—when a reference was made to funding being nearer the inflation level. It says "Operating support which over the last four years has only just barely kept pace with the rate of inflation—" I think you would get a pretty strong argument from both the students and

terms of its quality, more credibility than what the so-called technical courses have at

the secondary school right now.

I probably needn't point this out to you, but few potential employers place a very high level of acceptance on the kind of skills that some-I say some because I don't know what the proportion is-secondary school students emerge with after having taken this or that technical course.

As a matter of fact, in some communities the technical teachers themselves will be the first to admit that much of what they are doing doesn't have a very high value when the student leaves the school and they wonder what he is going to be able to do.

The point I am making is that potential employers, whether we are talking about the apprenticeship field or whatever, are going to have to be shown that the quality of the skills which secondary school students will emerge with through this advanced training credit are better than what they are perceived emerging with right now. I am not laying blame anywhere, I am simply stating what I think is a pretty obvious fact,

Hon. Miss Stephenson: As you are aware, this was developed in a co-operative fashion with the apprenticeship branch, so those who are concerned about the qualifications or the amount of training required were actively involved in the development program.

Mr. Cooke: Mr. Chairman, perhaps it would be best-and I am not picking on the minister-if we let Mr. Sweeney finish his statement. We have a very short period of time to discuss these estimates, and it is going to require us to be very disciplined.

Mr. Acting Chairman: I think Mr. Sweeney is just about to finish the first part of his statement.

Mr. Sweeney: Thank you, Mr. Chairman.

for expressing it that way.

I was again pleased to note, Madam Minister, your reference to the need for early career guidance. You made some reference to the first 10 years. I don't know whether that is the appropriate time-frame or not. But certainly the concept of getting to our young people early, and being sure they understand more than they do now and what some of the implications are in terms of career guidance is a good one. I don't mean we should actually start slotting them at that early age, but that we do give them the necessary information upon which they can, at least, consider some of the options at a much earlier level than what we do now.

I believe we made slight reference during the Ministry of Education estimates to a

much better guidance and counselling program in the intermediate division than is present in most school jurisdictions in the province at the present time. That would be a good first step, in my judgement, for the minister to begin with, in her capacity as Minister of Education.

Mr. Chairman, those are all the remarks I will make at this time. I have a number of other points on the minister's statement and will bring them up at the appropriate time with respect to the various items themselves. But let me make a beginning on some of the comments I wanted to make as an opening statement in the minister's estimates.

The primary question that seems to be on most people's minds today, when they look at colleges and universities' operations in this province-and once again, this is something that came up time and time again, and I am sure your records show it, as mine do, in the Bill 19 hearings—is the question: just what is the system trying to accomplish? That is another way of saying-as I guess we have every year for the last four or five yearswhat are the long-term plans, goals, objectives and aims of the ministry, and of the government? In a number of ways you have touched on those in your opening statements. Perhaps it was simply the recognition that a lot of people were asking that question, whether they were parents or students, faculty members or administrators or businessmen. It was a common recurrent theme that has been asked across this province for a number of years. It came up in almost all of the presentations made at the Bill 19 hearings, and that suggests, rightly or wrongly, that many people outside of your ministry are not sure they understand what direction the ministry's going in and are not convinced the ministry itself has a clear vision of where it's going. So I was pleased to note that in a number of your opening remarks you touched on some of those points. It seems to me that until we get that perception across to the people outside of this Legislature, we are going to have those questions raised continuously.

For example, one of the questions in my mind, in terms of where we are going, relates to the present headlong dash for job-related courses in our post-secondary institutions. It raises the whole question, what will happen to liberal arts education? You touched on it very briefly in your opening statement but only very briefly. I needn't point out to you that a number of faculties, deans and university presidents across the province are raising that question again. I am sure they are raising it in the context that they hope

we won't be facing another of those pendulum situations. The very real need to have our program offerings more job-related is not to be denied. But they hope it would not end up in the total devastation or even the near destruction of what we know as a liberal arts education in this province.

I concur with the comment the minister made, that the kinds of overall values that are inherent in a liberal arts education is something that our province can't do without. It's an issue that's been raised, in other contexts prior to this one, that we could make the tragic mistake. Almost a whole conference was devoted to this topic in Banff about a year and a half ago. The question was raised there, "What good is it if we train economists who don't have an understanding of our culture and of our society?"

Hon. Miss Stephenson: The general question is even more important, what good is it if we just train economists?

Mr. Sweeney: They mention several. They said what about engineers, what about our architects.

Hon. Miss Stephenson: We need those.

Mr. Sweeney: No—but what if all of those people who have great technical and jobrelated skills go out into society without a real understanding of the cultural heritage of our society underlying those skills; and what if they don't have a real background in the liberal arts, so that when making their technical decisions, they take human values into consideration?

If I remember correctly, one of the outcomes of that Banff conference was to suggest that many of the social problems we are facing today are due to the fact that the decision-makers in many places in our society, whether it be in government, business, industry or whatever the case may be, don't have a sufficient background in this area. It certainly is something for us to consider in terms of what's the system all about and what are we trying to accomplish with it. It most certainly includes training and developing people with the necessary skills that society requires but it also must include ensuring, to the best of our ability, that those people also have other kinds of values

I touch upon that because of the stir which the recent statement made by the University of Toronto seems to have caused in some circles around the province. I am not sure whether the University of Toronto statement is suggesting in any way there shouldn't be a continuing of liberal arts courses.

Hon. Miss Stephenson: They are specifically not making that kind of suggestion.

Mr. Sweeney: I only bring the point into this discussion to show there was almost immediate reaction to that. That's the way it was initially perceived and people immediately said, "Oh my God, we are going to head down that road," particularly when, what is sometimes referred to as "the Harvard of the north" was perceived to take that kind of a stand. So it's well for us, as a Legislature, and certainly for you, as the minister, to be making references to that from time to time.

[6:00]

The second question I have to ask, with respect to where we are going, is, given the present level of under-funding—and I know we can discuss the meaning of that word in as many contexts—we have to ask within government policy decisions, what role does post-secondary education continue to have with respect to social and economic policy?

I am not for a minute suggesting it doesn't have a role but does it have a different kind of role than it had five or six years ago? Is it a declining role? How are the public, the institutions themselves, and the students to perceive the continuing importance of what we offer in post-secondary education, when we see some of the things that are happening?

It really isn't quite enough for the Premier of the province or the Minister of Colleges and Universities to say there really isn't any change. We won't get at it today but we are certainly going to be discussing in the next couple of days some of the very strong impacts on change. With that point, Mr. Chairman, I notice that it's after six o'clock—

Mr. Acting Chairman: The witching hour. May I advise the committee that, looking at the number of hours and minutes remaining, we should make every effort to be in here not a moment later than 3:30 tomorrow in order to get the other two and a half hours in. There are roughly two hours and 32 minutes planned for tomorrow. Starting at one o'clock on Wednesday would just finish it up.

Mr. Cooke: Perhaps one of the things we should do after the statements are finished is set our priorities and stick to a schedule. We attempted to do that last year so that we get through the important votes. I want to get those out this year.

The committee adjourned at 6:02 p.m.

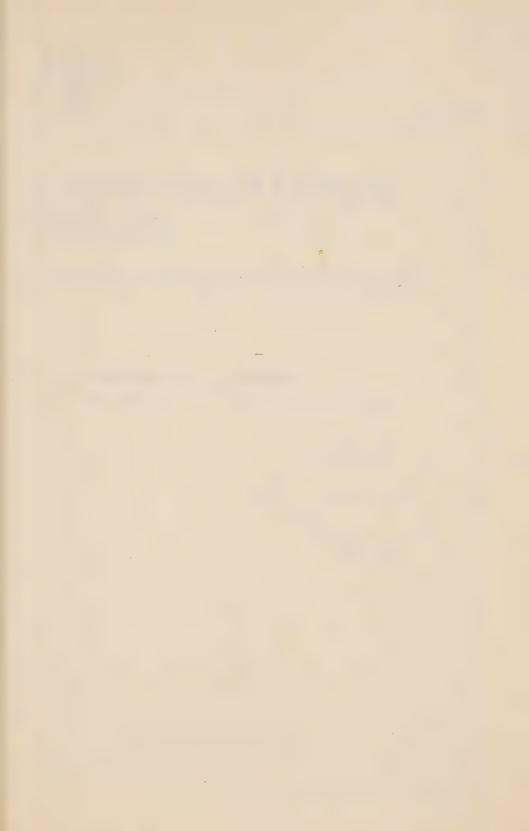
#### **CONTENTS**

Monday, December	3, 1979
Opening statements: Miss Stephenson, Mr. Sweeney	S-1467
Adjournment	S-1493

#### SPEAKERS IN THIS ISSUE

Cooke, D. (Windsor-Riverside NDP)
Gaunt, M.; Chairman (Huron-Bruce L)
Johnston, R. F. (Scarborough West NDP)
Rowe, R. D.; Acting Chairman (Northumberland PC)
Stephenson, Hon. B.; Minister of Education (York Mills PC)
Sweeney, J. (Kitchener-Wilmot L)

From the Ministry of Colleges and Universities: Fisher, Dr. H. K., Deputy Minister







# Legislature of Ontario Debates

Official Report (Hansard)

**Social Development Committee** 

Estimates, Ministry of Colleges and Universities



Third Session, 31st Parliament Tuesday, December 4, 1979

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

#### CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario. Editor of Debates: Peter Brannan.



#### LEGISLATURE OF ONTARIO

Tuesday, December 4, 1979

The committee met at 3:44 p.m. in committee room 1.

## ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES (continued)

On vote 2801, ministry administration program.

Mr. Chairman: The committee will come to order. When we adjourned, Mr. Sweeney was involved with his leadoff.

Mr. Sweeney: Mr. Chairman, I had just begun making the observation that there were a number of questions outside of this Legislature with respect to where the system is going.

I had touched on the question of the continuing validity of the liberal arts program, as we seem to be moving more and more into job-related courses and programs at the university in particular, given that the community colleges were deliberately headed that way a long time ago.

I also touched on the continuing role of the universities and the community colleges in our society with respect to social and economic policy, given what would certainly appear to be a serious matter of underfunding in the minds of many people.

I would go on to raise the same kinds of questions with respect to the original question. For example, how serious is this government about drawing low-income and minority students into the system—and not only in drawing them in, but also in encouraging them to stay—when we look at a number of factors that would tend to create problems for them?

In passing, I was rather impressed with the statement presented to the minister by the student awards officers in September of this year, indicating they shared that concern, and that an amount of serious investigation needs to be done to begin to answer those questions. If we don't provide the perceived amount of funds, and if we don't do the investigation, then we have to continue to ask the question. "How serious is the government?" It's all very well for them to say they mean this but, once again, we come back to the question of actions speaking louder than words.

One of the serious question that is going to have to be raised—and I realize it was addressed a number of times by the minister in the Bill 19 hearings—is the whole issue of local autonomy versus centralizing direction. I would suggest this is one of the fundamental questions we're going to have to ask ourselves about all education in this province, not only in colleges and universities but also at the elementary and secondary levels: At what point is this ministry going to take some clear position on where it wants the education system to go? At what point are we going to make some decision as to the degree of local autonomy and the degree of centralized direction?

I go back to the fact that the minister has said over and over again that as far as the universities are concerned she has no intention whatsoever of interfering in their traditional autonomy. I'm not suggesting that she become deeply involved there. But surely we are at a point now where, in one way or the other, we're going to have to take a position of more direction from the centre. The question is, how much, and how do we balance two very real needs, the need for local autonomy and the need for some kind of central direction?

I'm raising these questions—and I notice the quizzical look from the minister—simply to try to suggest to her that these are broad issues of grave concern to many in this province.

I would go on to ask, is there a genuine right in this province, as the government so often says, to post-secondary education? Depending upon the answer, we could go further and ask what limitations, if any, there are on that right. What guarantees are there that that right can be achieved by those who choose to?

Once again, it's easy to say, "That's the policy of this government." But I think the second two questions are equally important. What are the limitations, if any? If there are none, let's hear of it. What guarantees are there that the right can always be exercised?

I would end that particular point by pointing out that, despite the fact this government has received messages from many sources—we listed those the day before, and during the Bill 19 hearings—we are continuing to wonder whether the message is getting through and

whether the government does appreciate the impact that underfunding is having in this

province.

I notice in the minister's statement she went to great lengths to indicate what is being done. I would like to take a slightly different tack and indicate, from my travels around the province and from my talking to quite a number of people, what is perceived to be the impact of reduced funding in this province. That's one of the ways we have to try to discover exactly what is happening; that is, to go out and talk to students, to faculty and to the administrators.

I'm going to approach that from two or three different directions. First, I want to make some observations—granted, they are verbal ones but ones that were repeated as I moved from university to university and from college to college, over the last year.

Let me list some of them. They won't be new, in many cases, to the minister. But let's highlight them. Let's be sure we understand this is what people sense very clearly, and this is what they are observing. This is what they are stating from their own experience.

There is a definite trend to larger classes across the province, in both colleges and universities. The minister will recall a very concerned statement on the front page of the Globe and Mail, about five or six months back, when the size of some of the classes at the University of Toronto was pointed out. There definitely has to be a limit as to how far we go.

I've talked to both faculty associations and student bodies, and this is one of the points they bring up time and time again. This is not speculation. This is actual fact. Classes are growing larger every single year.

From my own experience, I would say to the minister you do reach a point where the quality of instruction definitely has to suffer when classes become too large. This is happening at all levels. Where the traditional size of classes, depending on what was being offered, was normally 30 and 40 students, now it is up to 50 and 60. Where the traditional size of classes was 110 or 120, now it is up to 140 and 150. Even those very large classes of 300 and 400 are now up to 500 and 600.

There was one indication that a psychology I class at the University of Toronto was going to have 1,000 students. I've never had a chance to verify that. But, according to a couple of students from the University of Toronto, that actually does happen.

I was advised at a number of locations of the change from the use of the essay type of tests in those subject areas where they are

appropriate. I appreciate there are some subject areas where it is not necessary. But in the areas where it is appropriate-in literature, history, psychology, sociology-where a student gets an opportunity to reflect back on what they have learned from the course, to synthesize, to analyse, to put down in the best thought process they can what they understand to be the points of the course, in many cases these essay tests now are being replaced by objective multiple-choice tests. The reason is simply that there is no one to mark the other ones. It's not because it is preferable from an academic or an educational point of view but simply because there aren't people to mark them. That, I would say, is a very backward step. Once again, I have to say that from my own experience.

A number of courses which over many years in this province, have traditionally had tutorials attached to them, now have those tutorials dropped. I met a group of students from Queen's University not too long ago, and three of the students indicated they had gone into certain courses with the clear understanding, as had been the long-standing practice in the past, that there would be tutorials. They found out this year there are no tutorials for those courses.

I would point out to the minister that this is not just a decision not to start something; it was a long-standing practice, which was

deemed necessary for the adequate preparation of students in these particular courses, for them to take tutorials, and now they are

being denied them.

The reduction of library acquisitions is spreading all over the place. I haven't gone into one university in this province—and I think I've hit most of them now—where that question didn't come up. Acquisitions were as much as 30 per cent or 40 per cent fewer in the last year or two, compared to what would be the normal pattern. In courses like engineering, science and computer technology, at places like the University of Waterloo, Queen's University and the University of Toronto, the concern is that they are getting farther behind in terms of keeping up with new knowledge.

One of the problems—and I don't see any way the ministry can deal with it specifically, but at least it can understand that it is a problem—is that the bulk of the acquisitions of university library collections have to come from outside the country, either from Europe or from the United States. They're feeling the double pinch of fewer funds with which to buy and the reduced value of the Canadian dollar. I appreciate that the minister can do very little about the reduced value

of the dollar, but she must realize it is creating—to use the jargon of the streets—a double—whammy in this area. It is largely responsible for the high decrease in labrary acquisitions.

You will notice that in these I am talking about those things which affect the quality of education. I'm not going to the periphery at all. I'm dealing right with that area.

In science and engineering, the continuing and growing obsolescence of equipment is a serious concern. In a couple of universities they pointed out they have repaired things so many times they simply can't put any more baling wire on it to hold it together, or the piece of equipment and what it will do no longer serves the need of trying to train students who are going to go out of the university and into industry, or wherever else they happen to go, because the equipment simply won't do the job. This obsolescence is a serious matter.

We're not talking about institutions that want very esoteric equipment. The message I am given over and over—and they're saying it this way because they appreciate there is a limit to the funding available—is that they simply want to keep up with what is absolutely necessary, and they are falling seriously behind.

Finally, and I include this in terms of the quality of education, is the serious problem that university administrators are finding in maintaining their best staff when they have to compete with industry for salaries. This is particularly true in the areas of science and engineering. It is less true in some of the social sciences where the competition isn't so keen.

This is a point the students have brought to my attention as they quote chapter and verse: "Professor Brown, Professor Smith or Professor Jones is going to be leaving next year because he can make much more money in private industry." It's something we have to understand is happening and is lowering the overall quality of what is offered to our students. That's one aspect of the effect of reduced funding.

Another aspect is the courses that are being cut and the availability to students. There have been two or three statements on this, and I just want to mention a few of them. These all refer, to the best of my knowledge, to the current school year; this information is dated October 1979. My understanding is it all refers to the current year.

Algonquin College has cut out a three-year physics technology course. It has also reduced courses in electronics, photography and business options. The minister will agree these are all job-oriented courses which will lead to employment; they are all important today.

Fanshawe College has cut out one technology program, a program in behavioural science, and has reduced its time for secretarial training to 26 hours a week from 28. When I first heard about that and checked with the college, I said, "That doesn't seem like very much." Then they pointed out the kinds of things not being done, and I can see the importance even of that.

Given the question we have raised a number of times about adult literacy, I was advised that at Fanshawe they have cut six faculty people out of their adult training program. They've said the squeeze was there and they had to take them from some place.

You could argue, why here? I'm sure if they gave us the list of options available to them, we would find them equally difficult.

At the University of Western Ontario, two French honours courses have been dropped, the genetics department is "in danger," and there has been cancellation of law faculty first-year study groups. I know a couple of young men in the faculty of law at Western, and they say these are something like tutorials. These are study groups they understood were going to be available to them when they entered the law program, and they now find they are not available to them. [4:00]

At York University, 30 courses that were planned for this coming September have been cancelled.

Tutorials were a subject brought up on two occasions by students from York. They indicated the average size of the tutorials had increased from 15 to 30 students. That is a pretty significant increase. Going back five or six years, when I was looking at this question of tutorials, it seems the average in those days was about 10.

I have checked with a number of my colleagues who have graduated fairly recently from university courses. They have indicated to me that a tutorial of 30 is just about useless. The whole purpose of a tutorial is to have a very small group of students who can interact both with the professor and with one another in a relatively short period of time. With 30 people, that can't be done. I don't have too much experience in that area; so I can't comment on it personally.

One thing that concerned me at York was the writing workshop we have been advocating at all universities around the province has been cut back. There is a much longer waiting time for students who need the special skills. This is for students who have deficiencies in writing English compositions, essays, term papers, et cetera. They are saying, by conclusion, there are fewer teachers being served.

I conclude this section by reminding the minister of the dramatic situation at the University of Toronto when the minister visited last spring. They pointed out the teaching assistants had their time cut back sharply in terms of meeting with students and marking essays. It is now down to 12 minutes per essay, with no opportunity to meet students; nothing is put on the essay except a term mark, there are no comments and there is no chance to react with the student. That is poor quality education, in my judgement.

In addition to the quality and the actual decline of what is being offered, here we talk about things that have been cut out

altogether.

In terms of reducing funding, I refer to a situation at Conestoga College. I imagine the minister is aware of it. It seems to me so serious, in terms of the present need, that I want to highlight it.

After talking to the president of Conestoga College, my understanding was that last spring they conducted a survey in their area among the various machine shop trades and the employers of such tradesmen. They discovered there was an immediate need for 793 skilled people. The employers said: "You get me the man—or the woman, as the case may be—and I've got a job for him right this minute. Not next week or next month, but right now."

They further discovered a need over the next two or three years for 1,300 more skilled people. Once again, that was not perceived; that wasn't speculation. The employer was able to say, "There's the job that will be there." Over a period of two to three years there would be that need in just the area served by Conestoga College, a radius of about 20 miles.

In response to that, Conestoga College has set up a program offering a course for four hours, three times a day: one in the morning, one in the afternoon and one in the evening. I noticed in the minister's opening remarks a number of colleges now are offering evening courses and Conestoga is one of them.

In addition, they are offering the course six days a week, Monday through Saturday. The reason is to provide the opportunity for anyone, regardless of the situation, to take advantage of this course. When it was announced, there were between 2,000 and 3,000 applications, and there continue to be applications made. However, because of a shortage of space, equipment and staff, I understand they will only be able to graduate in the neighbourhood of 100 qualified people per year from that course.

Over the next three years we are talking about a potential graduation of about 300, when the job potential is about 2,000. I mention that, Madam Minister, because I was so surprised when I heard about the additional \$7 million. It occurs to me, if you've got that kind of extra money and you are looking at direct job-related programs to put it in, then this is the place to put it.

The president has made contact with your ministry officials, and he isn't going to get the extra funding he needs. Whether it is being promised for a year from now, I don't know. But I do know the openings that are available here in a very real sense, and my information is that it will not be funded; it just doesn't make sense to me. If the minister can give me some new information, I would like to hear it.

When we had our hearings on Bill 19, the president of Humber College—I think his name was Mr. Wragg—came in and identified a number of courses they were going to have to eliminate or courses they genuinely believed they should be starting. Once again, they did an analysis in the area covered by Humber College and discovered a need, but would not have the funds to open that up. They pointed out they have a policy of eliminating support services first, programs second and staff third. So the support service elimination has reached its final point, I guess, the programs are now on the way out and staff is not too long behind.

In terms of impact, I want to refer to a statement presented to the minister and the Premier on September 7 this year by John Panabaker, representing the chairmen of all the universities in the province. I realize this touches on some of the same issues as the Ontario Council of University Affairs paper System on the Brink.

I want to refer to the Panabaker statement because I happen to know John Panabaker as a very astute businessman, as a man who has carried out a great many community programs in the area of Kitchener-Waterloo. Being a non-academic himself, a highly respected businessman and a man whom I believe understands the needs of his community, for him to present this kind of statement carries a lot of weight with me.

I am not suggesting the OCUA statement System on the Brink should not carry a lot of weight. I am not suggesting that at all. But we are getting it from a different source, one we have to give serious consideration to, because later in these estimates I want to talk about the reaction of the business community to what is happening in post-secondary education. Here is a businessman of the highest calibre; the fact he would bring this before you and the Premier suggests serious consideration.

Initially I am going to refer to the appendix to that paper. The very first one points out we are now at the situation in Ontario where, on a per-student operating basis, Ontario is contributing \$1,000 less than the national average. He goes on to say it is \$1,800 less than Quebec is contributing; I will be touching Quebec in a couple of places in these estimates again.

There is no denying Ontario engaged in a very significant capital building program in the 1960s and 1970s. This is one of the reasons we have in place a potentially topnotch system. But many of the things I have said already, and will continue to say, show that the system is in danger. We cannot in any way allow that kind of rationale, whether the minister intended it or not, to excuse in any way the situation we find ourselves in today.

If Ontario, the richest province in Canada—with the exception of Alberta—is funding its post-secondary education on a per-student basis of \$1,000 below the national average, that is a serious indictment. He goes on to point out that, in terms of priorities, the other social services clearly have a higher priority in Ontario. He points out, for example, that hospital funding, using a period from 1970 to 1978, has increased by 51 per cent. Funding of elementary and secondary schools have increased by 39 per cent, community colleges by 2 per cent, and universities in terms of real dollars have been reduced by 7 per cent. That says something.

duced by 7 per cent. That says something. We talked briefly about capital. Let me draw to your attention the point they make in appendix four, that on a plant worth \$2 billion, \$20 million is being spent annually for renovation, upkeep and those kinds of things. As a businessman, he suggests that's one tenth of what any reasonable standard would suggest. I didn't appreciate that until I went around to some of the colleges and universities, and I had pointed out to me the things that needed to be done but were not being done.

In the minister's opening statement, I noted a number of areas where money had been directed towards specific projects. But what a businessman is telling us here is that

it's simply good business to devote a certain amount of your funds to the maintenance of your plant; otherwise, in the long run you pay a great deal more. I would guess, if the minister's officials cared to tell us, that some of the renovations we are paying for right now would have cost considerably less if we had done them a few years ago.

The second point they bring out concerns furniture and equipment. We were touching on that in terms of equipment for science and engineering. On a total value of \$8 million, we are now faced, given the amount of money that's being put in, with a 40-year replacement rate. Once again, any good businessman will say that you should be looking at replacement in a 10- to 15-year range. That's almost triple, depending upon which end of the scale you look. We are seriously underfunding the maintenance of our plant and the replacement of furniture and equipment. I am less concerned about furniture than I am about equipment.

The final point they make is the one we mentioned a few minutes ago, and that is the salary relationship in the various areas. They talk about economists, engineers, teachers, et cetera, and on the list that is quoted—and I have no reason to believe that it is any particularly selective list; maybe the minister has information otherwise—university faculty are at the very bottom. At the very bottom in the 1977-78 year. They were at the very bottom in 1976-77, in 1976-76, in 1974-75 and in 1973-74.

In other words, since 1973, up to and including 1978, the increase in salary for university faculty has been the lowest in the group described here. My reading of the group that is described would show comparable occupations. I guess that's about the only way you could ever match university faculty. I know it's a question that is always raised; that is, who do you compare them to?

Hon. Miss Stephenson: Are you talking about rate of increase, rather than increase in wages?

Mr. Sweeney: Yes, rate of increase. Well, let's go back. It may have been at some point in time—I don't have the data; if you have it, I would appreciate your sharing it with us—that university faculty were overpaid compared with other comparable groups. That's possible; I don't know. If it is, it certainly doesn't seem reasonable, considering a six-year period going back to 1973, when they received a lower increase than everyone else in the comparable group, that they would be overpaid now. Administrators and students are telling us that some of their best people are now leaving, because they

can find superior remuneration elsewhere. That is a serious concern.

[4:15]

Madam Minister, I want to draw your attention to one specific potential effect of reduced funding; it is one that was raised very briefly in the Education estimates. It is one that you, as the minister of both ministries, would appreciate more than many others would. I'm referring to the centre for educational disabilities at the University of Guelph. Once I realized there was some danger there, I got in touch with Dr. Morgan and asked exactly what was going on. He sent me some information. My understanding is that the University of Guelph no longer believes it can afford to continue to fund this on an individual basis. They don't want to give up the service completely. They say they will try to maintain at least part of it in some or other area, but the information I have from the people who are familiar with what's being done there is that if it isn't maintained as a separate operation, it will deteriorate fairly quickly.

I have in front of me letters from six people from all across the province who have indicated their tremendous respect for what is being done there. I understand—and this has just happened over the last couple of weeks—that a total of 138 letters have been sent to the University of Guelph by parents whose children had participated in the services at the university. I make that observation because when that was raised very briefly under Education, the minister seemed to suggest there were some who questioned the value of what was being offered there.

Hon. Miss Stephenson: No. You said it was unique.

Mr. Sweeney: I am sorry, I didn't say that.

Hon. Miss Stephenson: It's not unique?

Well, someone did; that was the comment.

Mr. Sweeney: I am not going to read all of these letters. They include letters from the Oxford Board of Education; from a mother: from a doctor in Guelph itself, who not only recommends his patients go there, but apparently sent one of his own sons or daughters; and from a mother whose daughter had been helped there and who has a second daughter who might be. This is typical of the letters. When we talk about the university affairs, we will come at it again.

This is one instance where, because of the funding restrictions at a university, a need that is now growing and becoming even more obvious as we open facilities such as the one at Trillium, is in serious danger of

being eliminated altogether. As I say, that is one I sense you would appreciate more than some others might.

I want to touch very briefly—and we will come back at it again with respect to the universities section of the vote—on some of the points that were made in System on the Brink. I was particularly concerned by their observation that if the present rate of funding continues, a potential deficit of \$50 million this current year will grow to \$222 million, I believe, by the year 1983 or 1984, or something in that area. There are, very obviously, a number of conjectures.

Hon. Miss Stephenson: Assumptions.

Mr. Sweeney: Assumptions. That's a better word, thank you. But the point I think you would appreciate is that as an advisory body to you that is the only way they can make their projections. They have to go by certain assumptions. They have to go by what is perceived to be the need and they have to go by what they perceive to be the funding pattern which they expect from you.

If you have plans over the next five years which are different from their assumptions, once again I would certainly appreciate hearing them and I would suspect that the Ontario Confederation of University Faculty Associations would appreciate hearing them. If you have already shared them with them but, for whatever reasons, you don't want to share them with us, I guess we will just have to leave it at that.

But I think it's legitimate for someone in an opposition position to indicate that it would create a rather grave concern, if we are going to put the universities into that kind of a deficit position.

A number of the universities have made a very clear statement that they will not go into a deficit position. I have talked to the senior administrators of a number of universities who have said, "We'll cut back on programs and on staff. We'll reduce our purchases of library supplies and acquisitions. We'll keep obsolete equipment." That's what we were talking about a little while ago.

They are in a double bind. If they choose to go into a deficit position, which is financially, very risky, according to some of the accountants I have talked to, it doesn't appear there is any way they are ever going to be able to pick it up. They are not going to get it from the public sector and they are not going to get more money from you. Therefore, they are in dire straits. The alternatives are that they either cut back seriously on the services they supply, primarily the educational services, or they go

into a deficit position. There doesn't seem to be much choice left to them.

The On the Brink statement talks about a number of the things we have already talked about: the reduction in faculty and the consequent increase in class size; the elimination of tutorials; the obsolete equipment; the reduced library acquisitions; and the cut in research. In a minute or two I will want to spend a little bit of time on research. With respect to faculty, the litany we have heard over and over again is the whole question about where the new innovative, bright, imaginative, young blood is going to come from.

Let me move on. There is one area of this whole process which has been brought rather frequently to my attention and I suspect to the minister's attention. I am sure it hasn't just occurred in the last three or four months, but seems to be emerging as a growing concern. I am talking about the impact on research.

I want to begin these comments by clearly recognizing the point the minister has made a number of times, namely, that there are research funds contained within the total transfer payments made to the universities. I fully understand that. What is the amount you are transferring this year? Is it \$1.4 billion of which there is \$700 million for universities?

Hon. Miss Stephenson: It's \$788 million.

Mr. Sweeney: It is almost \$800 million. Let's put it that way. When you transfer that amount of money and that money is used for the various functions of the university, clearly a large chunk of it is used to support the research program. I understand that, My remarks obviously are on the area, above and beyond that total transfer payment. That is the area I am addressing.

I was particularly impressed by page 38 of the System on the Brink statement in which there is a long and rather detailed list of the major contributions made by the universities in the area of research. They are talking of cancer, treatment of waste, the pulp and paper industry, animal and crop productions, geochemical, geophysical and geological techniques and so on. There is a very long list. These are all the things in which the university has made a contribution and is continuing to make a contribution. They end up with this statement.

"Unfortunately, the prospect looms that in a very few years, the universities may have neither the people nor the tools to maintain an adequate research base. The gains of the past 25 years are slipping away." It's that last statement that concerns me, that we have expended considerable energy and expense to build up a research base in our universities which has proved to be very effective to our economy and our society as a whole.

Here is where I want to come back to a point we discussed earlier, that is, to view this whole operation in terms of an investment rather than just looking at it as an expenditure. Of course we have to recognize there is the expenditure component in it.

One of the things that was brought to my attention by the Canadian Federation of Biological Societies-and I am sure they have approached you as well-is the serious implications in research for decisions which are being made by the federal government. The minister will realize that at the present time Canada as a whole spends about 0.9 per cent of its gross national product on research, compared with in excess of two per cent in most other industrialized nations. Both the former government and the present government have clearly said they intend to increase that significantly. The former government said it would bring it up to at least 1.5 per cent. During the last election campaign, the present government said it would bring it up to 2.5 per cent. If we keep the government we have got or if it changes in the very near future, we are going to be faced with a significant increase.

Let's just take the lower figure. I am using Canadian figures here, but we will all recognize that Ontario is a very large segment of any Canadian statistics. In terms of this particular project, I would expect it would be 50 per cent or more. I would appreciate a correction if I am wrong, but I am just making an educated guess in saying that we are talking of at least 50 per cent or more.

Hon. Miss Stephenson: Actually it is 45.6 per cent.

Mr. Sweeney: It is close to 50 then. We give a little and we take a little. It works both ways.

Hon. Miss Stephenson: We have only 37 per cent of the students.

Mr. Sweeney: I know. What we turn out and what we are expected to turn out and the fact that we have, at least at present, the largest industrial base would probably suggest we are talking of something close to 50 per cent.

The projection is being made, if we go to 1.5 per cent and not the 2.5 which the present government is recommending, that between now and 1983 Canada-wide we will turn out an additional 18,400 qualified people.

The needs of the federal and provincial governments, industry, the universities themselves and the private non-profit sector, which is a relatively small segment, at all the places where research is being done by 1983 would be 37,900. That is a shortfall of between 19,000 and 20,000.

The point that was made and which, quite frankly, had not seriously occurred to me before is that even if we attempt to go part way, even if we just go to 1.5 per cent rather than 2.5 per cent, over the next five years we are going to have a shortfall of almost 20,000 skilled people. In other words, if we are ponent of our gross national product, we won't have the skilled people.

I would come back again, and say Ontario would logically be expected to produce pretty close to half of that need. What do we do? One of the suggestions that was made at the Bill 19 hearings, which I thought made a certain amount of sense, was that we should begin immediately by identifying the very best potential research people presently in our universities and immediately provide them with some kind of a research contract.

That probably would require co-operation among the provincial government, the universities and industry. It is inevitable that your ministry is going to have to pick up the largest share of that. The rationale behind it, as I understood it, was that we would prevent the loss of these very best people in terms of their going out of education completely or being swallowed up by industry at this time, although we are also looking at the needs of industry itself. That is the largest component. In order to see that over the next three or four years they have the necessary skills needed by industry as well as by the federal-provincial levels of government and by the universities themselves we are going to have to take action almost immediately.

### [4:15]

The second component would be we would make a beginning of assuring ourselves we would have the necessary skilled faculties five years from now. That is one thing that will have to be done. The other is that Ontario set up some form of a science and research council. I would draw to the minister's attention that at least three other provinces have already taken that step. There are a number that have taken some kinds of steps beyond what Ontario has done, but the three that seem to have done it significantly are Quebec, British Columbia and Alberta. They are also listed in the System on the Brink

statement, but I can't be sure of that. We can come back to that later.

Here are provinces that have recognized their provincial responsibility in this area and have not used the argument that this is going to be a federal responsibility, so there is nothing they can do about it on their own initiative. As I mentioned in my opening remarks, it would begin to give us a clear kind of statement on where we are going in overall research strategy in Ontario.

I talked about where we are going overall in our post-secondary system. Here is a very important component of that system. The people I have talked to in the universities and in business, although not large but a representative group, have all indicated in their perception there is not a clear research strategy in this province.

It probably has to be tied in with a clear industrial strategy as well. Once again, we seem to be continually caught up with the chicken and the egg or the cart and the horse or however you want to put it. Who starts first? As a result of that continual debate, we don't seem to be doing much of anything. At least the perception is we are not doing much of anything. There is not a clear enough statement that we are doing much of anything.

I listened very carefully to your opening statement and I didn't hear or see a clear enough statement on this issue. Therefore, I am suggesting three things: first, like the provinces of Quebec, British Columbia and Alberta, we set up a science and research council in this province. I said before, it could not be done by your ministry alone but in conjunction with others. Second, we establish a very clear overall research strategy. Third, we begin immediately to tap into the very best students we already have and make certain we provide them with the opportunities to continue in research or be initiated into research before they disappear someplace else.

While we are on that topic, I want to come back to the Panabaker statement of September. I would refer you to the bottom of page 7 and the top of page 8, if you have that paper before you. I will read the one paragraph because it neatly sums up what I am trying to say:

"Within the last few weeks, the press has reported possible oil and gas discoveries off the coast of Newfoundland. Should these reports be well-founded, we may be entering a period when Ontario becomes one of the have-not provinces with respect to natural resources, especially energy. In such circum-

stances, we must learn, as the Japanese have learned, to live by our wits."

He goes on to point out that a healthy and vigorous university system would be indispensable. I would interpose there that a healthy and vigorous research component within the university system will be indispensable, if we are to live successfully by our

The point John Panabaker is making, and which I want to echo strongly is that Ontario clearly is entering into a different era. The Premier and the Treasurer have expressed that, but I haven't heard this minister express it yet, though I suspect she has in some of her public speehces. It seems to Mr. Panabaker, to the university system and certainly to me that our universities and our colleges are going to be one of the vehicles by which we either successfully or unsuccessfully negotiate that new era. The research component of that is going to be absolutely fundamental Is Ontario going to become a have-not province or isn't it? It would be a big come-down if we ever reached that point.

I couldn't help but notice the vigorous way both the Premier and the Treasurer of this province denied we may even be in the process of becoming a have-not province with respect to equalization grants. I don't think Ontario or Ontarians are prepared to see themselves relegated to that position. Within your ministry you have at least part of the power to see to it that doesn't happen.

I am conscious of the time. I am going to leave my remarks on community colleges to that section of the debate. I don't want that to be misunderstood as a lack of interest in it. I touched upon community colleges a number of times, but not in the depth I want to. I am also going to leave most of my remarks on student needs, tuition and the OSAP program to that section.

I would like to raise two touchstones so that the minister, the deputy or some other official would be prepared to respond when we do come up to the issues on students. They are a further statement on what the ministry's intention is on the Ross report and on the recommendation made in the student award officer's September statement on the accessibility issue. The minister is well aware that we in the opposition believe there has got to be a much closer connection between the accessibility issue and the decisions on tuitions

On the OSAP question, I understand the initial payments this year have been on time. I have checked with a number of the awards officers and student presidents and I haven't any serious complaints about the initial pay-

ments. However, I hear from one student body that the reviews or the appeals or whatever we are talking about in that area are being delayed to some time in January and possibly as late as February.

Hon. Miss Stephenson: Not the appeals.

Mr. Sweeney: The reviews or the appeals, I am not sure which. That is why I am raising this issue now as something I want to talk about so that the minister or one of her officials can come back and give us the information if that is not correct. I understand there is one component of that program that will be delayed as late as February. When we are talking about needs for the school year, that is a long delay.

The second question I would ask in order to get some response is about co-op students. I got this from the University of Waterloo and I must admit I can't quite follow it. Perhaps the minister could investigate a little further. Co-op students who come in and out every four months are being charged with the asset component to the program twice a year. In other words, if they come in for four months and are out and then come back in again, the same assets are being charged against them twice in the same year.

I questioned this, but I was assured by the person who gave me the information, whom I hold to be fairly reliable, that it is happening and the students are very concerned about it. Apparently it is a quirk in the program that allows this to happen. Perhaps the ministry could investigate and report back to us. I suspect we will get to this tomorrow some time.

I also want to get some response on rationale, if there is any logical rationale to the freezing of any increase in living costs. That's one question that makes no sense to me whatsoever. Other than it will save the ministry money, I would like a response as to what the logic is behind it. I don't know how you justify that, given that when you switched systems you actually dropped the figures down and reduced them. Then there was one year of freezing, and it looks as if they're going to be frozen again. That's one we really have to talk about.

The third point is one we raised last year. If my memory serves me correctly—and I haven't had a chance to check Hansard—the minister said she would investigate and tell us something about it when she came back. I am referring to the validity of using the parental home as an asset.

You might remember I raised the question that within the federal income tax structure the family home was not considered an asset for that purpose. With respect to raising

funds to send a son or daughter through school, I would have to say that using the parental home as a family asset doesn't sit too well.

Those are the key questions. I will bring up the other ones I have at the time. These are ones on which I want to put the minister and her officials on notice so that we can get as clear an answer as possible because they are concerns brought to my attention a number of times.

I will leave my opening remarks at this point and come back as we go through the various items.

Mr. Cooke: I was beginning to think I was going to have to start commenting on the 1980-81 estimates, but we've made it. I want to begin by making a couple of comments and by associating myself with the opening comments Mr. Bounsall made on the Education estimates. If you will remember, he talked about the need for a sensitive minister to be the minister of education, colleges and universities. I want to agree with that. A minister of education, colleges and universities has to be a person who listens and listens very well. In that vein, I have a suggestion for the minister.

When I was in social work, the trend was parent-effectiveness training. One of the most important parts of that is parents learning to listen to their children. I did a little bit of that as a social worker. I'd be willing to offer a course to the minister on minister-effectiveness training. It may be very helpful to the minister because that is one area where she should attempt to improve herself by listening to the university and college community and students and by reacting in a very sensitive way to their complaints and their suggestions.

Even after listening to the minister's opening statement, I have no idea of where the ministry is going. I don't see any direction the minister is talking about and I don't see any long-term goals. I'm not any clearer on the policy of the ministry than I was before. It was a long statement, but I would have preferred to see a shorter statement, 25 pages or so, that clearly outlined what the minister wanted to accomplish in the next year or so, so that we knew where she was going and where she expected the colleges and universities to go.

A good example of the lack of direction in this ministry is the question of tuitions. Not too long ago the minister commissioned the P. S. Ross report.

Hon. Miss Stephenson: I didn't. Mr. Cooke: Your predecessor did.

### Hon. Miss Stephenson: Right.

Mr. Cooke: Nonetheless, it was your government. I don't understand the purpose of that report. I hope the minister will get into that at some point. I'm sure you could have collected through your own resources the various types of charges made to students, but instead you commissioned this report which was basically a public relations gimmick to justify a tuition increase at some point. I don't see the ministry has made any connection between tuitions and accessibility.

If a strategy was to be developed, a long-term goal of increasing accessibility, the minister should have commissioned a study to look at why certain types of students don't go to university. That type of a study would be much more useful and the money would have been spent appropriately. Instead, I see no strategy, no long-term planning on the part of your ministry, or any of the other ministries in the social policy planning field to increase accessibility to working class students. If there is a strategy, I hope you'll outline it for us. I've asked about it in the House, but have received no answers, and I didn't hear anything on that in your opening statement.

I want to make one thing clear. I believe that the P. S. Ross report was a waste of money, and was just a public relations gimmick on the part of your ministry. Again, the money you spent on it would have been much more usefully spent on an accessibility study.

The Ontario Student Assistance Program, which I'll get into later in my opening statement, has created significant problems. I hope we'll get to that vote this year because I think there are some specific problems that other colleagues of mine would like to raise with you on that also.

You mentioned in your opening statement that the Premier was committed to accessibility. You've made that statement several times and the Premier has made that statement. Again, I want you to be very clear when you're responding to us how you determine what tuitions are; what in your opinion the relation is to accessibility. I want you to prove to me that when you set tuitions you're not setting them based on what is politically acceptable, or based on economics; that you're settting those tuitions as part of an overall strategy for accessibility. If you can prove that to me I'll be very pleased, but I'm convinced that when you set tuitions you do that based on what is politically acceptable, as I said, and on what types of revenues you want to generate from tuitions.

The minister has said to me on several occasions that the participation rate in this province is acceptable and compares very favourably with other jurisdictions where there are lower tuitions or no tuitions at all. I would like to see some data on the mix of students we have in this province and whether there has been any progress made in the last 10 years in the types of students that are

presently going to university. When you're talking about participation rates, I think you have to look at the fact that the participation rate in 1971-72 was 14.21 per cent. In 1976-77, it got up to 15.5 per cent and in 1978-79 it dropped to 13.82 per cent. So, in my opinion, the mix of students doesn't represent the needs of our society. Also, the participation rate has dropped dramatically in this province even though the number of 18- to 24-year-olds has not decreased. More students should have been going to university over the last few years because we are not experiencing a decline in the number of available students at the traditional 18- to 24-year age level.

There have been some studies in this province which talk about the types of students that go to university. None of the studies, I'll admit, has been universally accepted. A study done by the Dominion Bureau of Statistics back in 1961 indicated that at that time the percentage of arts and science students from families of the professional and managerial class represented 46.8 per cent. In law, the percentage was 52.7 per cent. In medicine the percentage was 51.7 per cent. In those corresponding courses the percentages from the skilled trades and labourers class were very low. They were 15.9 per cent; 13.8 per cent and 16.1 per cent.

That was back in 1961. Professional and managerial classes as a percentage of the population, represented 22.2 per cent of the population while skilled trades and labourers represented 33.6 per cent of the population at that time. So, obviously, workers and their children were not adequately represented in our post-secondary institutions.

In 1971, a report on Career Expectations of the University of Toronto, undergraduate students revealed that only nine per cent of University of Toronto students came from families earning under \$5,000 whereas 25 per cent of all families in society at that time earned less than \$5,000 a year.

In 1973, John Buttrick found that 54 per cent of grade nine students in schools in predominantly middle-class neighbourhoods eventually entered Ontario universities as compared to 12 per cent of a similar sample in schools located in lower-class neighbourhoods.

The other study I wanted to quote today is the study at Carleton in 1976 which noted that 70 per cent of all students at Carleton reported parents' incomes of over \$16,000 a year, whereas 15 per cent of the students had parents' incomes of less than \$10,000 a year.

I realize that these studies are not universally accepted. The fact that they're not accepted is a good indication that if the minister doesn't want to go by those statistics then she should commission her own study to get appropriate statistics so we know what the heck is going on out there.

Mr. Grande: Maybe she can get some American studies to that effect to see that the picture is the same.

Hon. Miss Stephenson: The only argument in support of Mr. Cooke's thesis is a study actually carried out at an American university.

Mr. Cooke: We should do something here in Ontario. Before you raise tuitions this winter you should carry out that study.

A series of editorials has been run across this province. Rather than reading all of them, or referring to all of them, I want to refer to one that was in the Toronto Star earlier this year. I want to quote most of it because I think it was a pretty well done editorial. Its title is "Too Many Can't Afford College."

"A growing number of young people in Ontario are being prevented from getting a college or university education because of provincial policies that make higher education less and less affordable for the average student. A study published by the Ontario Federation of Students shows that the gap between the cost of attending university and a student's ability to raise the money is reaching critical proportions.

"In recent years, students have found it's difficult to land a summer job. The ability of their families to contribute to the cost of their education has also fallen as inflation rose. Meanwhile, the cost of higher education has steadily gone up. The price of books has soared. Room and board are considerably more expensive. Transportation costs are up. Colleges and universities were required by the province to raise tuitions this year and more increases seem on the way.

"For the average young person the cost of attending a college or university is outrunning resources. Data assembled by the province's student award officers show the living costs for students have escalated 134 per cent since 1972, while student resources have increased by only 72 per cent. The effect is seen in declining university enrolment.

"While many people assume that this must be due to the drop in the number of collegeage students similar to the one affecting elementary schools, Statistics Canada points out the number of 18- to 24-year-olds in the population is still growing. According to the department, it will be another five years before there is a significant decrease in the age group. Nevertheless, the decline in enrolment in higher education set two years ago in Ontario has increased markedly this fall.

"There are other factors contributing to the declining enrolment, but studies done in American universities show that even small changes in tuition costs have a distinct effect. At Stamford they found that for every \$100 decrease in tuition enrolment increased by one per cent among students whose families earned over \$12,000 a year and seven per cent among students with family incomes of less than \$6,000."

The editorial goes on to talk about the student aid program and how the student aid program hasn't kept up with the cost, as Mr.

Sweeney has already outlined.

I simply want to say, Madam Minister, that I think we need to see a strategy developed in this province. Rather than the Premier simply saying, "We're committed to equal accessibility for students from all classes," I want to see something concrete. I think there should be a plan come out of the social policy field either enunciated by yourself or by your colleague, the Provincial Secretary for Social Development (Mrs. Birch), which will represent government policy.

I wrote to the Ontario Institute for Studies in Education earlier this year and asked them for copies of studies that have been universally accepted on the question of accessibility. They sent me a letter that indicates there are two studies, both of which I had heard of before and both of which are not universally accepted. One of them was the study done by Robert Pike, Who Doesn't Get to University, and Why. The other one was by a number of authors, Does Money Matter?—Prospects for Higher Education in Ontario. I have discussed those studies before and I know your predecessor didn't accept them.

I would suggest, Madam Minister, that a strategy for accessibility should include some of the following things: First, the study that I talked about; second, expansion of our day-care program and expansion of preschool programs, whether we are talking about full-day kindergarten or other programs at the elementary level, to give children who don't have the same opportunities or who come in at a lower level than the head start they need.

In talking about accessibility to postsecondary education you can't avoid talking about smaller class sizes at the primary level because I think the start that children get in school is very important as to how they will succeed all through the system.

There should be a better explanation of the Ontario Student Assistance Program at the secondary level and, for that matter, before the secondary level, so that students and their parents are aware of the kind of financial aid available to them.

I also suggest that tuitions should be frozen and eventually phased out. Phasing out of tuitions, I would suggest, should be one of the last things the government should do because I think all the other parts of the program to increase accessibility are very important. Until they are put in place and until we see some progress being made towards more working-class students getting into university, in terms of redistribution of income phasing out tuitions would be counterproductive.

I would also like to see the government look at some of the programs that have been started in Saskatchewan. I believe there is a program where the law school, for example, went into the native community and had a special program to get those individuals into that profession. I think some of those special programs have to be looked at in regard to the professions in this province so the professions are broadened among people from other classes.

Finally—and probably one of the most important aspects of the strategy—would be adjustments to the OSAP so it keeps up with the cost of inflation and, second, the elimination of the eligibility period which is the most obvious form of discrimination against students from low-income families.

I want to suggest to you, Madam Minister, that if you bring in a tuition increase later on this year or if you announce it when the House is not in session, you can be assured the New Democratic Party will not support that tuition increase until some of these other conditions are met. We are fundamentally opposed to tuition increases and until you can show me in a research study that it can be justified, we will oppose it and we will oppose it very strongly.

I realize that we will be the only party in that position. I say that because we know your position and since this is a debate that includes all three parties, I couldn't avoid bringing in this press clipping that avoid bringing in this press clipping that issue. There was an article in the London Free Press, February 1, 1979, which quotes Mr. Sweeney as saying that the Liberals pro-

pose higher tuitions. It was not particularly well received, according to the article.

But, more important, a letter written by Mr. Sweeney when all of us had to respond to the University of Toronto when they were having a discussion on tuition, quite clearly indicates and I quote, "We believe that tuition fees could be raised annually at the same rate as provincial grants to universities.' I want to make it clear that we do not support that position and I think the students of this province are well aware of that. We feel that tuitions should be frozen.

The OSAP policy advisory committeewhich is, I understand, the association of awards officers-gives a series of recommendations. We can go through them under the appropriate vote, but I didn't hear any response from the minister in her opening statement on that report. That's her own advisory committee.

#### [5:00]

They talk very extensively about accessibility themselves. They talk about the program not keeping up with the pace of inflation and they also talk about a study which should be completed to find out how effective the new OSAP is. I would like to know the status of that study. I questioned the minister a year ago and wrote to Mr. Clarkson about an analysis of the present program and what effects it has had. I got a letter back, I believe, dated November 10, 1978, in which Mr. Clarkson said he fully intended to carry out this study and that we would be made aware of it when it was completed. According to the student awards officers' report, that study has not been carried out yet. If it can't be completed in a year, I would like to know what the problem is.

I was originally told by Mr. Clarkson that there was not going to be a study and that any analysis would be left up to the local awards officer. I was then told there would be a study and I expected that it had been completed. If the letter that Mr. Clarkson sent me is correct and the study was completed-it says here "completed within the next six weeks or so," and this letter was written in November 1978-perhaps the minister could table with this committee tomorrow the study that Mr. Clarkson promised so we can take a look at it when we go

through the OSAP vote.

I would like to switch to the under-funding problem. I would like to say I think the Bill 19 hearings we had certainly brought the problems home to me much more vividly than I had understood them before. I had travelled to colleges and universities earlier this year and in the fall of last year. Quite frankly I was not aware of how serious the cutbacks were. I knew they were serious. I knew they were damaging but I was not aware they were quite as bad as they are. The college sector has been hit just as badly, just as severely as the university sector.

The college in my area is having extreme difficulty in meeting the change in demand for skilled tradesmen. When the announcement was made by the Minister of Industry and Tourism about the grant to the Ford Motor Company, I went out and visited St. Clair College. They indicated to me they could not expand their operations quickly enough to train the skilled tradesmen. They had no empty classroom space and no space at all to provide some of the training for which Ford had asked. It was always my understanding that one of the very positive aspects of community colleges was that they could respond to community needs very quickly; because of the budget problems they are not able to do that and therefore their effectiveness has been very limited very much.

When I travelled to Algonquin College, I was very much struck by the fact that it has had very serious problems and as a result there has been a lot of needless fighting between union and management at that college. I quote from an article in the Ottawa Citizen in September 1978. It says: "Algonquin College's role as a community-oriented institution is being questioned in the light of its decision to suspend two community development programs. Robert Fox, a member of the committee set up to advise the college on the program, charges the college with abandoning nonprofit community courses in favour of revenue-producing programs."

Those are the types of things that are happening. Again, that shows that a college is not able to respond to a community need because they need to look at the economic realities and maybe set up courses that are not always the most useful to the community but certainly will bring in the students and therefore bring in revenue.

I want to refer too to the problems that are presently going on at Algoma College. I want to quote from a letter that the minister wrote to me and I hope she will be able to respond to it. She says in a letter of November 7, 1979: "I am surprised that you attribute the problems of the college solely to financing. Members of my staff spoke to officials of the college who were most anxious to make us aware that they had never expressed the view taken in your open letter. Indeed, the college issued a news release last

week attributing the problems to declining enrolment and inflationary pressures.

Unless I totally misunderstand, inflationary pressures must refer to financing and that's what universities are saying all across this province, that inflation has gone up and grants have not kept pace with inflation.

I was going to refer to the declining enrolments as well. According to what I was told by the college the enrolment at that institution, the full-time equivalent, has declined from 430 to 400; that is not a significant decrease. So I would suggest that the minister is wrong. Inflationary pressures affect financing and the decline in enrolment has not been significant.

I certainly want to get into the specifics of that university under the university vote. However, I understand that you are going to meet with officials-they're coming here to meet with you on the 17th-and as you probably know the final decision as to who's going to be laid off will be made two days before that, on the 15th. I encourage you to change that meeting and meet with the university officials before the final decision is made so they can explain to you the very serious problems they are experiencing. Perhaps you'll be able to offer them some kind of suggestion of how they can get out of this jam and continue to offer a viable program at that university, because without that happening the projections are that they will lose six university faculty members out of a faculty of 31, which is a considerably higher percentage than is the drop of 30 full-time equivalent students.

It's a never-ending cycle where they'll have to cut out programs, the university will be less attractive, enrolment will decline and they'll face more financial problems. They'll then have to cut more until, in a very short period of time, that university will close. I, and others, will ask you what your commitment is to universal accessibility in the north for working class people who want to attend that university on a part-time basis.

Mr. Chairman, I want to comment briefly too on research, as Mr. Sweeney did, because I think research has to be the most important aspect at a university. I would go that far when we're looking at the economic situation of this province right now.

We had two people come before us during the Bill 19 hearings—Dr. Carver and Dr. Polanyi—who indicated to us very clearly that the quantity and quality of the research being done in Ontario has dropped. The reason the quality has dropped is because they don't have the time to put into research and the quantity is obviously dropping for the

same reason. They suggested, very clearly, that they are having to rely on foreign research and are simply doing an extension of research that's being carried out in other countries. Dr. Carver indicated that he may be moving to Alberta or the States because he decided his future was brighter in either one of those jurisdictions because of this province's lack of commitment to research.

The federal government has indicated that its goal is to have 1.5 per cent of the gross national product in research and development by 1983. If that is a goal that you as the Minister of Education and Minister of Colleges and Universities in this province endorse I would like to know what your strategy is to make sure that we have the graduates, the facilities, to do that here in Ontario if at this point we're cutting back on research and we're getting fewer students who are going to go into that particular aspect because they see no future in Ontario.

What strategy has been developed in this province to meet the goal of 1.5 per cent of the gross national product in research and development? If that goal can't be met because there has been no long-term planning in this province, I suggest that the implications for the economy are very dire.

We in this province and in my home riding of Windsor know the problems of a branch plant economy. One of the reasons we have a branch plant economy in Ontario is because we've never done the research and development necessary to develop our own technology and industry. I think the time to plan is now, to make sure that over a long period of time we can get out of our dependence on foreign-controlled corporations.

Mr. Chairman, other effects of cutbacks have been discussed by Mr. Sweeney and I want to associate myself with those remarks. Class sizes are increasing, library acquisitions are way down, facility repairs are also very difficult. I understand that one of the University of Windsor halls, Dillon Hall, has had some of the rooms of the third floor of that building painted two or three times within the last few years because the roof leaks. They don't have the money to get the roof fixed properly, so instead they've been doing these kind of remedial repairs, which in the long run obviously costs a lot more money than putting the investment into a proper repair.

My colleague from Scarborough West (Mr. R. F. Johnston) and I have visited the Scarborough campus of the University of Toronto and have toured its library facilities. I don't know whether the minister has had the opportunity yet.

Hon. Miss Stephenson: Yes.

Mr. Cooke: You say you've gone to see those facilities. I hope that when you're responding to our opening statements you can indicate to me whether or not you think that particular institution needs a new library in order to serve its students appropriately.

Carleton library also has some very, very severe problems. I visited institutions last year. I went to Brock and saw their science building. I don't know whether the minister has visited that building but I was amazed at the actual danger to students because of the lack of safe facilities. If you haven't visited that building, I hope you'll get out there and see that one too. I was struck by those three particular instances where capital grants are needed and needed desperately.

One of the responses the minister has made over the last few months to how universities can get the kind of money they need is that they can get it through donations from the private sector. I'm not an expert in fund raising but from the universities I've talked to and from the fund raising that goes on in my party I know the only time a fundraising activity is really successful is when it has a specific project to raise the money for. Just to raise money for operating grants would be extremely difficult for a university to do, especially on a year-in and year-out basis.

Hon. Miss Stephenson: I wasn't referring to operating grants.

Mr. Cooke: I hope not. If you weren't then I hope you clarify that in your response. The indication that came through the press was certainly that you were suggesting that alumni from institutions as well as corporations and individuals should donate through these fund-raising activities. I certainly don't think they'll get the kind of money for operating grants that is necessary to make up the shortfall in funding because of the underfunding from ministry.

I suggest to the minister that if you've committed and you feel strongly that universities and colleges need more money, then the appropriate way to do that is for you to raise the money. If you think corporations should contribute more money, as you have said on occasion, then perhaps the way to do that is for government to get more money from corporations through taxation and distribute it. I think that's a much fairer way and it doesn't compromise the independence of the institutions.

In going through the material in preparation for these estimates I noted a quote from the University of Guelph newspaper which I'd like you to clarify in your response. It says that you said the following in January of this year: "The government spent large amounts of money on universities during the 1960s and it is possible we built too many, although I'm not sure."

If that's an accurate quote, I'd like to know what the minister meant by that and whether in fact she is considering that some universities are not needed in this province. If so, which ones, and what are her long-term plans for those universities?

I'd like to turn now to the Ontario Council on University Affairs report, "System on the Brink." This is the report the minister redefined in questions that I asked in the House and I think she redefined it as a system about to be on the brink, but not quite on the brink as yet. That's not what I gathered from the white paper OCUA prepared. OCUA has not been the most radical of bodies but this report they have come out with is really quite devastating to the minister's policies.

[5:15]

This report says in 1974-75 Ontario ranked fifth among the 10 provinces, in 1976-77 we ranked seventh and I believe that we're now down to eighth or ninth. In constant grants plus fees for full-time equivalent students in 1970-71—and this is in constant dollars—it was \$2,746 and in 1979-80 \$2,512, for a drop of \$234 or 8.5 per cent at a time when it has been very difficult to live with inflation—and obviously that is taking inflation into consideration.

Full-time equivalent faculty has dropped in the last couple of years from 13,188 in 1977-78, to 13,153 in 1978-79 and according to the white paper it was projected at 12,925 by October 1979. The average age of faculty is 43 and, according to this report, only 12 per cent are scheduled to retire in the next 10 years. Therefore opportunity for young graduates is very limited which has implications for research and our economy.

The report talks about the cutbacks in equipment and resource material such as books and journal acquisitions which, according to this report, have declined by 30 per cent since 1972-73. The expenditures on library acquisitions from operating income—and I'll refer to the report, some of these are amazing. Carleton is down 46 per cent from 1972-73; Brock is down 30 per cent; Laurentian is down 49 per cent; Ottawa is down 52 per cent; York is down 45.7 per cent; and OISE is down 46.9 per cent. Those are some of the worst examples of university cutbacks in acquisitions of books and journals. It's absolutely amazing.

Page 20 summarized says: "Universities have begun the difficult adjustment to fiscal constraint, Faculties' numbers have started to decline and further planned reductions are expected in the coming year. Support staff totals continue to shrink as positions are eliminated and duties reassigned to those staff remaining."

The final paragraph says: "These symptoms of change in the university system should not be ignored. They are signs that the universities now stand at the brink of decline which threatens the continued existence of a quality

university system in Ontario.'

I was really quite surprised by the OCUA report because in talking with them and having them in front of us, they have not been particularly critical of the ministry in the past. They've been very conservative. Even when your government rejected a great number of their recommendations, they have not really responded violently to those types of reactions from the government.

In the past, I have been very disappointed with OCUA. I would tend to think if they come out with this kind of report just taking it at face value it's bad enough but we can be assured that things are much worse than even this report will indicate. The minister's responses have been inadequate, to say the

For a concrete example, the minister knows of the problems with Ryerson. Her predecessor knew the problems; there were meetings held and then there was a change in the minister. Then, in questions asked in the House, this minister has tended to indicate this problem is brand new and there has been no carry-over from the previous minister. Instead you have referred this matter to OCUA and in your opening statement you tended to indicate this was the appropriate avenue for this problem to be resolved.

Ryerson doesn't know where they fit into OCUA and when OCUA was before us there was an indication they didn't really know where Ryerson fitted into the university community. Certainly in answers to questions from the member for St. George (Mrs. Campbell) and other members of the committee there was a clear indication this was not the appropriate way to deal with the issue.

The issue was clear and I don't know why the minister couldn't have come to grips with the problem herself, why she needed to refer it to OCUA. I would suggest the main reason you referred it, and I stated this in a letter to you, was because it was a politically sensitive problem and, as with a lot of problems, your government finds it much easier to shove

it out to a committee or to an advisory group and deal with it that way.

I seriously hope they respond to you quickly and you are able to respond to us when the House is in session, rather than waiting until January when we're not in session and it's very difficult for opposition critics to get their points across to the minister. I notice a lot of very important issues in this field are made when the House isn't in session and it's very difficult for us to respond quickly.

I just want to go into a couple of other aspects of this ministry which other members of my party will want to discuss during

the estimates debate.

During the Bill 19 hearings we heard time and time again from people involved in continuing education about the lack of co-ordination and priority this type of education has within both the ministries. We heard statistics on the number of illiterates in this country and this province which just boggled our minds as members of the justice committee. In the reorganization of the two ministries there is no significant priority given to continuing education, and there seems to be no strategy or long-term planning for continuing education in this province.

Hon. Miss Stephenson: There is specific priority-

Mr. Cooke: Take a look at the number of staff. There are four staff members. There were three at the time and there were indications there was going to be one additional staff member basically to develop a policy. We don't even have a policy on continuing education in Ontario. There is a little section in the organizational chart that refers to continuing education but that's about as far as it goes. Three staff members—and it was to be increased to four—is not a significant commitment to continuing education in this province.

Again, the most important thing-

Hon. Miss Stephenson: You don't know the quality and productivity of our staff.

Mr. Grande: That possibly is a fact.

Mr. Cooke: You can work them to death, too. There is only so much they can do.

Mr. Grande: That indicates a priority when you have four people working on it, doesn't it?

Mr. Cooke: It also indicates a priority when there are groups like the one that came before us on Bill 19 from London, a group that works with illiterates in this province, who designed their own books because we don't have the books in Canada to teach

adult illiterates how to read. They produced 29 booklets and couldn't get \$1,000 to duplicate them when they ran out. That to me indicates very clearly the lack of commitment on this. There was a request put in, according to them—

Hon. Miss Stephenson: According to them, but I have not seen anything that looks like a request for money. I would ask specifically if there was one.

Mr. Cooke: Maybe you could respond to that. If they didn't go through the proper procedure it would be very easy to contact them and if there is money available you could indicate to them how they could get the funding so they can produce these books. I am sure that they still need the finances.

The Ontario Association for Continuing Education presented numerous case studies of the problem and especially the problem in rural communities and small cities where there really is a lack of continuing education and a lack of strategy on the part of your ministry on how to reach those people. They indicated, and I agree, the education philosophy in this province hasn't changed, according to both your opening statements, and the policy still seems to be directed towards the traditional student between the ages of five and 20, 21, or 22, when they finish university.

We have to develop a strategy in this province, and we have to make it clear through policy statements that we need and want more adult students to take advantage of education at all levels.

I don't think it can be effectively done at the continuing education level when the Minister of Culture and Recreation offers some funding, your ministry offers some funding, and then groups like the YMCA, libraries and citizens' groups go to the United Way for funding. There seems to be no coordination at the local level whatsoever. You have to come to grips with that and if it means the establishment at some point of a more formal structure at the local level to co-ordinate these types of things, then perhaps that is what is needed.

Finally, on the skilled trades problem in this province, I just want to ask the minister when we get to that vote to update us on exactly where there are employer-sponsored training programs going on, how many people are involved in them and what programs they are involved in. I also would like you to indicate, where there are committees set up at the local level, who are participating in those committees.

In my local area, for example, it was extremely difficult to get any of the big three automakers involved in the local committee and unless GM has changed its policy in the last couple of months, they have a corporate policy not to participate in government-sponsored training programs. They do some of their own training.

I was offered a tour of the new GM plant in Windsor when it is completed. I understand GM has a training centre as part of that plant and when I heard that I was thrilled. I hope it is an indication GM will be much more active in training in the future.

As a more important step, I would like to see them change their corporate policy of not participating in government-sponsored programs; that would be a significant change.

On the other hand, I don't think there has been enough progress made at getting large corporations involved in apprenticeship training. I know there are a lot of small tool and die manufacturers and a lot of other small companies that do get involved in the program. The large plants and corporations do not seem to get involved. They seem to find it easier to import from outside the country or, because they offer higher wages and higher benefits, they can steal from the smaller companies and not experience the cost of training.

As Mr. Sweeney has said, the minister has to look at some form of mandatory participation. The way it can be done is by a grant levy program, or some form of common taxation that puts the money into a pool, and then those corporations that do the training get an allowance from the government. All companies then share in the cost of the training and there is a significant incentive to participate. From questions I have asked you indicated you were looking at that. I hope during these estimates you will give a clear indication of whether you also intend to go in that direction.

When we get to that, in your response to our opening statements I would also like to have an explanation of why the Industrial Training Council has been eliminated and how the new manpower commission will be able to take over their total role. I discussed this matter with some members of the Industrial Training Council and I think it is fair to say they were somewhat upset. They thought they were beginning to become effective in coming to grips with some of the problems and issues and then they were told their council was eliminated. I would like to know your rationale for that and why the

Industrial Training Council could not have fitted in with the new overall plan of the man-power commission.

[5:30]

Mr. Acting Chairman: Madam Minister, would you—

Hon. Miss Stephenson: I should like to begin with the last statement.

Mr. Acting Chairman: These are general statements, first of all.

Hon. Miss Stephenson: Yes. The request from the Industrial Training Council that they be transferred to the Ministry of Labour was submitted to me I guess last June. We discussed that when the manpower commissioner was appointed; the manpower commission examined the problem and suggested they thought the appropriate placement of the Industrial Training Council was with the commission. That request was acceded to in October, I guess. The communication was submitted to the Minister of Labour and to the chairman of the manpower commission, that the council was to be transferred. I went to the council and informed them that the request was being accepted because the manpower commissioner is under the direct jurisdiction of the Minister of Labour.

There has been some concern expressed by the commission about the need to transfer the Industrial Training Council and that at this stage perhaps it should stay within the ministry. There was a little bit of confusion there for a period of time and I gather that a statement was made by the manpower commissioner, too, at the last meeting of the council.

The viability and continued function of the council is one of the matters which the manpower commission and the commissioner were going to examine in the light of the new arrangements in the organizational pattern and I was a little surprised when I heard that such a statement had been made. I have not heard yet from the manpower commissioner whether he indeed said what it is reported he said, but I anticipate I will be hearing that in the not-too-distant future when I have some discussions with him about that.

Mr. Cooke: Was I incorrect then? According to what you are saying, the Industrial Training Council will continue; it is just being transferred to the Minister of Labour or the minister of manpower.

Hon. Miss Stephenson: It was transferred to the Ministry of Labour at the request of

the Minister of Labour and the Industrial Training Council.

Mr. Cooke: Why did the three members of the council I talked to all say the council has been eliminated?

Hon. Miss Stephenson: If the council has been eliminated, it is—

Mr. Cooke: Or will be eliminated.

Hon. Miss Stephenson: —a very recent suggestion which has been made.

Mr. Cooke: Yes. Very recent; it was two or three weeks ago, when I heard the discussion.

Hon. Miss Stephenson: It is something about which I was not informed by the manpower commissioner. The request was made that we transfer the council and we acceded to that request in October. That request was made by the commission itself and, as you know, there are at least two members of the Industrial Training Council who are members of the manpower commission.

Mr. Cooke: I suggest you check into that.

Hon. Miss Stephenson: I would be delighted. I am going to check into it. I had

lighted. I am going to check into it. I had transferred the council and had made the arrangements to do so, and I am not sure at this point if the council has been transferred, so I still feel I have a responsibility for that council.

Mr. Cooke: Maybe you could report back to us tomorrow on it.

Hon. Miss Steephenson: I don't know whether I can find out that rapidly, but I will try to.

Mr. Acting Chairman: Just before we start the response to the opening statements, Madam Minister, Mr. Philip has come in. He is chairman of another committee and cannot be here too long. I understand he arranged with Mr. Gaunt, the chairman, to take five minutes now and he will be free tomorrow.

Mr. Philip: I appreciate the opportunity to simply raise an issue that normally would have come under vote 2, but because I am chairing the other estimates tomorrow I won't get an opportunity to raise it at that time. I am meeting with the students concerned on Saturday so I wanted to have some indication of the minister's intentions.

It concerns the stationary engineering program at Humber College. There are a number of students at Humber College who have contacted me; I have also spoken to staff and there is some concern about it. The current practice of the ministry is to

send out its own representative to have examinations of the students—these are students who are giving up their Saturdays, getting up at six or seven o'clock to go in to Humber College, at their own expense—many of them have given up opportunities for overtime work in order to better themselves.

The current practice of the ministry is to send its own representatives to hold an examination at the college. Unfortunately now, the ministry is asking that the students come down to some central location office to take the examination on a nine to five basis, when the offices are open. It's bad enough that the students are giving up overtime, without having them lose an extra day's work by taking an examination simply because it's more convienient for the ministry to operate on a nine to five basis. I know at Humber College we don't consider that education is a nine to five operation.

I believe the NDP critic, David Cooke, and I have expressed some concern to your ministry officials and at least the examinations prior to December 31 of this year are going to be held at the college. But our understanding, and the understanding of Humber College, is that after that the exception will not be granted and that the students will have to go down to the ministry's office in order to take the exam. I expressed my concern to the minister about that.

There are a couple of other concerns which I would like to raise after the minister has responded to that, and they are concerns on that one particular program only. I won't take up the time of the committee to deal with any other matters.

Hon. Miss Stephenson: I will look into it.

Mr. Philip: Is there no one here from your staff who can give me a more definite answer than that?

Hon. Miss Stephenson: It was not anticipated that this vote would be arriving today. Although the assistant deputy minister is here, I'm not sure whether he has all the details at hand.

Mr. Philip: May I have a reply from him, if that's possible?

Mr. Adams: I can report that this matter is under active consideration. I've seen some material on it and I know the apprenticeship branch is exploring ways and means of trying to meet the concerns of these students. Presumably the ministry will have a full report on this by tomorrow.

Mr. Philip: I wonder if it would be possible for you, Mr. Adams, in my company or on

your own, to sit down some Saturday morning and talk to some of the students involved in the program. I can tell you that from the feedback I get, neither the students nor the staff are entirely satisfied with the way in which the exams are conducted physically or with the way in which the content of the exam is decided on. I've had stories from the students and from the college that often there seems to be no connection between what is taught and what is examined. If that is the case, there is a very serious communications gap between the instructors, or the community college and the ministry.

I wonder why it is that in this case the exams be set centrally and why it is that with other professional bodies people from the profession who are also teaching are part of setting up the exams. My wife teaches at Humber College and co-ordinates one of the programs and she has just come back from Ottawa where she has been working with a professional group there setting up exams that will be testing people in nursing assistants programs.

I am wondering why you haven't developed some kind of system whereby those who are on the front line of teaching the subject are not also the ones who prepare the examinations. Is that not possible in this program? I may be ignorant about the way in which this one is set up.

Hon. Miss Stephenson: The nursing assistants exam is set up by the college of nurses.

Mr. Philip: That is my question. Why is it they don't have a professional body of stationary engineers that could at least work with you at setting up the exams?

Mr. Adams: We do set up the exams centrally from the ministry. It is consistent with the way all trades are handled in the province in that they are ministry-established exams. We don't believe in distribution of the exams, to avoid teaching to the exam.

The point was raised about seven or eight months ago, I believe, and what we did was request an independent panel appointed by college staff and appointed by the profession to come in and sit down and review those exams and the relevance of the exams to the curriculum material. They ended up with quite an endorsement of the approach we are taking and of the relevancy of the exam to the curriculum material.

I would be happy to make that report available for your information, but this approach we have had of the ministry establishing exams for subjects which are certified on a provincial basis is consistent.

Mr. Philip: I find it incredible that you can't teach to the exam. When I was doing teacher training I would walk in and say, "Here is the exam. If you are able to meet the objectives as agreed to in the course then you should be able to do the exam and therefore there should be no secrecy about it. I will give you the exam now."

Surely then if you cannot teach to the exam, if you can't identify your objectives clearly enough, then that's a problem your ministry has. I would think if you clearly defined your objectives, there should be no problem in even giving out the exams in advance and saying, "This is the kind of thing you must be able to do; here are the instructional objectives, here are the behavioural objectives, or whatever else you want to call them, and once you have met this kind of requirement, to this standard, then you will be able to pass."

The idea of trick exams and trick questions and hiding exams and all that kind of thing is so outdated with the development of proper educational objectives and some of the advances in education I find it incredible that people in this day and age should be talking about having to somehow set up an exam in a back room and not tell the teachers because somehow something will go on between the teachers and the students. I find that to be completely unprofessional and not in keeping then with what we know about educational methods today.

Mr. Adams: In so far as trick questions and so on are concerned I couldn't agree with you more, but I know the examination section pride themselves on a highly professional approach to this. I think it depends a great deal on the subject matter and I think the more applied an area it is, the more technical an area it is, I think the greater the danger of giving a very shallow aptitude or readiness that can answer those questions, but which really skip the substance of the curriculum. This is what we are attempting to avoid.

Mr. Philin: I think the experiences in places like Holland College, in PEI, and other places where they have developed some very elaborate lab situations have shown that the more technical the topic is the easier it is to define by educational objectives. Therefore it should be easier for you to clearly define what it is you are going to test, and in fact tell the people in advance what it is they're going to learn, how they are going to learn it, and what the performance standards would be.

I just find it incredible that I still have instructors tell me that what they are teaching is not what is being examined. I am wondering if you cannot at least involve some of the instructors in the setting up of the exams. They are the people who know what it is they should be testing for, surely.

Mr. Adams: Would you be available tomorrow when we commence again, because I would be very happy to respond in some detail to this?

Mr. Philip: If I can find a substitute chairman for justice, I would be happy to slip in. I will do my best to do that.

Mr. Adams: Thank you very much.

Mr. Philip: Thank you very much, Mr. Gaunt. If you want time in my committee I'll be happy to arrange it for you.

Mr. Chairman: You're very welcome.

Mr. Sweeney: Before Mr. Adams goes, may

I get one supplementary in there?

Madam Minister, it was brought to your attention earlier this year that we had some statistics from December 1978—that's just a year ago now—that in one particular community college and I've forgotten what it was now, every single student in the class failed the exam for the very reason that has just been described by Mr. Philip. We quoted a couple of other figures where I think it was something like 21 out of 24 failed, 18 out of 22 failed, in other words the failure rate was extremely high.

I recall when that issue was brought up you made some kind of a commitment that you would investigate that. I can't recall the exact words but certainly the impression I got was that it wouldn't happen again, yet I hear Mr. Philip saying that it is still going on —unless I misunderstood what he was saying to Mr. Wilson.

[5:45]

Mr. Philip: That's exactly what I was saying.

Mr. Sweeney: But we're talking of a year ago when we brought three specific sets of figures to your attention, the one, of course, being a 100 per cent failure rate. When we checked with the instructors the answers in all three cases were the same, what was on the exam was not what we had taught and there was no liaison whatsoever between those who gave the course and those who set the exam. Here we are a year later and we've got the same problem.

If Mr. Adams is going to get us some information I would certainly like a response to that. Quite frankly, I accepted your word that it would be investigated and it wouldn't be repeated. I don't know whether it has been repeated to the degree we quoted a year

ago, but if the practice itself is still continuing I would be most concerned.

If I am misinterpreting the issue we're talking about, please, Mr. Wilson or Madam Minister, respond to it.

Mr. Chairman: I think a much more adequate response can be given under the second vote and I presume that we will get into that tomorrow.

Mr. Sweeney: Please be prepared to respond to that issue, that aspect of it. Thank you, Mr. Chairman.

Hon. Miss Stephenson: Mr. Chairman, I have taken careful note of all of the concerns which were raised. I shall attempt to provide a direction for the P. S. Ross report. I can only do it in a very superficial manner at the moment because the study was established in order to investigate opinions about the relationship between student fees and the cost of providing university education. It was an examination of opinions of those actually involved in post-secondary educational programs in order to find out what students and members of faculty, members of administration and the general public felt about it as a matter of fact.

Mr. Cooke: The minister even said in her opening statement that the P. S. Ross report was not a public opinion poll because the people they interviewed weren't anywhere near a sample.

Hon. Miss Stephenson: I didn't say it was a statistically valid opinion poll. It wasn't a Gallup poll. It was a poll which attempted—

Mr. Cooke: It was a waste of money, that's what it was.

Hon. Miss Stephenson: —to find opinions and develop some models related to various percentages of relationship between the student-fee situation and the cost of providing education.

Mr. Grande: And it failed, is that what you're saying?

Mr. Cooke: The public opinion poll aspect of it gives you an idea of how far you can go on tuition?

Hon. Miss Stephenson: No, I don't think that was the purpose of the study, except to find out whether some of the recommendations made in the past by other bodies were reasonably valid on the basis of the opinions of those involved in the post-secondary educational system.

The matter of accessibility is one we have discussed with the Ontario Federation of Students at some length and the meeting I believe was held last week.

Mr. Wilson: I am not sure when it was

Hon. Miss Stephenson: There was to be a meeting either at the end of November or early in December with representatives of the Ontario Federation of Students to begin the process of drafting the protocol for a study which would provide us with further information related to accessibility to the post-secondary educational system. That is in process at this time.

Mr. Cooke: You are going to go ahead with the study, so it will be an in-depth study then?

Hon. Miss Stephenson: It would be of some length, I think. I think a longitudinal study will probably be necessary, a retrospective study, if it proves possible to do it. This is one of the problems we have had. We have discussed the matter with one or two researchers who were very negative in their response to the idea of such a study, certainly from a retrospective point of view, and who were not totally enthusiastic about a prospective study in a longitudinal framework either.

We do have some investigation of the comparison between Canadian and Swedish post-secondary attendance by income group which we can make available to you. The final figure I can tell you is that the percentage of the post-secondary population by income level-social group, if you can combine those two, was that the percentage of students in the post-secondary institutions from the lower level was 21 per cent in Sweden and 55.5 per cent in Canada; at the middle-income level, 37 per cent in Sweden, 30.4 per cent in Canada; with the high income level, 42 per cent in Sweden and 14 per cent in Canada. So it does seem—

Mr. Cooke: I don't understand.

Mr. Sweeney: I would really want to see how you're-

Hon. Miss Stephenson: All right. This is a study which has just been carried out.

Mr. Sweeney: It doesn't make sense.

Mr. Grande: It sure doesn't.

Hon. Miss Stephenson: The total student population—

Mr. Sweeney: I understand what the percentages are but I want to see how they got them. I don't fully believe them at this point.

Mr. Cooke: How do you define the division? Hon. Miss Stephenson: The lower income

Hon. Miss Stephenson: The lower income level-social group is income up to \$14,000, the middle from \$14,000 to \$25,000.

Mr. Sweeney: Hold on a minute, up to \$14,000; and you said that in Sweden 21 per

cent of the university population comes from that group but in Canada 55 per cent?

Hon. Miss Stephenson: Fifty-five point five per cent.

Mr. Sweeney: What was the second one?

Hon. Miss Stephenson: The middle income group, which is \$14,000 to \$25,000; in Sweden 37 per cent, in Canada 30.4 per cent. The high income level is \$25,000 plus. In Sweden the percentage from that group was 42 per cent; in Canada, 14.1 per cent.

Mr. Cooke: Do you have some figures that would go along with that which would be comparable to the percentages in society? How many people fit into those particular brackets to see which income groups are overrepresented and which are underrepresented?

Hon. Miss Stephenson: I am not sure it is within this paper, but that was part of the background.

Mr. Cooke: Could we have that for tomorrow when we get back into committee?

Hon. Miss Stephenson: Yes.

Mr. Sweeney: Could I just get one more figure again? I have difficulty believing it. Are you telling us that in Canada 55 per cent of the university students come from—

Hon. Miss Stephenson: Of the students in post-secondary education, which includes community colleges as well. It does in Sweden as well.

Mr. Sweeney: Okay, let's include that. Fifty-five per cent of all of the students in post-secondary education come from families with an income of less than \$14,000.

Hon. Miss Stephenson: Yes.

Mr. Sweeney: I don't believe that. I really don't believe that.

Mr. Cooke: What year were these statistics gathered?

Hon. Miss Stephenson: In 1976.

Mr. Wilson: You have to adjust the figures for that. The other thing that is rather interesting, of course, and the reason this was done, is that in Sweden there is no tuition; everything is provided for the student and it's been that way for 25 years. The argument here was, what is the evidence that this is the major determining factor or a terribly significant determining factor in who goes to post-secondary education? It does not appear to be the case in the Swedish experience, the tuition fee policy, particularly if offset by student assistance.

Mr. Cooke: Fourteen thousand dollars, though, is a low-income family, is that cor-

rect, the figure you used? I am not sure that \$14,000 would be considered low income in 1976.

Mr. Grande: That's close to the industrial wage now, isn't it?

Mr. Cooke: I doubt it. It would be interesting to have some long-term statistics.

Mr. Wilson: These come from Statistics Canada tables.

Mr. Cooke. Are they broken down into any smaller groups, or do you just have \$14,000 and under?

Mr. Wilson: We haven't got enough detail to do that because this was reconstructed out of two studies which had to be melded because we can't go back to 1976 as of now, but it is rather interesting to take this kind of perception to always have the Swedish system as the panacea thrown up. It appears that not only is the total number of low-income lower but the total number going in Sweden is much lower as well.

Hon. Miss Stephenson: The participation rate is lower.

Mr. Wilson: The participation rate was lower, so when you get 55 per cent of a higher participation rate, you see we are penetrating the lower-income market much more heavily here than in Sweden.

Mr. Cooke: I'd want to see your definition of low income.

Mr. Wilson: These things are not defined but we can compare between the two countries. So what we are saying is if it's not low in Canada, it's not low in Sweden either. But that bottom section is much more heavily—

Mr. Cooke: Well, I come from a working class family and, believe me, \$14,000 was what my dad was making in 1976.

Mr. Sweeney: Excuse me, just one further question. Is it to be assumed that the Ontario experience would be comparable with the Canadian experience? Any reason to believe one way or the other?

Mr. Wilson: No, basically there is nothing any different as far as I can see. There might be some minor differences but I don't see anything too greatly different. I suspect we might have a higher average income in some ways, but again, the data in retrospect cannot be reconstructed to break this down because we just have what we worked with brought together. We can do retrospective work but in assessing what the future work would indicate, we have some difficulties because the past work doesn't seem to indicate that there's going to be much coming out of the

analysis of sensitivity, because even in most of the American studies it's been cost of education, not price. One or two of them have been price.

Mr. Sweeney: You mean total cost to student?

Mr. Wilson: Total cost, yes. And if it is offset by student assistance, several of the studies have been purely on cost to the individual, not on price. If the price is offset by student assistance, the cost is unchanged.

Mr. Cooke: I don't think anyone has ever indicated that tuition was the sole barrier. I certainly have never said that, and my party has never said that. That is why in my opening statement I talked about a strategy. You can get up all the figures from all the countries that you want to get up. I am not sure you can compare their educational systems for one thing, but forgetting that, it still doesn't justify the fact that in Ontario there are not enough working-class students participating in our system, even though their parents are paying for it. I will look forward to hearing either now, or when you respond to the justice committee, what your long-term strategy is to get these students involved.

Hon. Miss Sephenson: One of the strategies is to determine the modification of the student assistance program.

Mr. Cooke: The eligibility period, you mean?

Hon. Miss Stephenson: Specifically, to provide grants especially—well totally, actually—in the first four years of the post secondary.

Mr. Cooke: And then keep them out of post-graduate work in the professions.

Hon. Miss Stephenson: No, that's not keeping them out of the post-graduate work in the professions.

Mr. Cooke: Oh come on, the eligibility periods do that, you know that.

Hon. Miss Stephenson: No, I don't know that, and neither do you at this point.

Mr. Cooke: File your study with us tomorrow proving that, and this study that Clarkson was supposed to carry out under your ministry, and prove your point.

Mr. Grande: Could I have a supplementary here, Mr. Chairman, regarding those figures you have just mentioned, comparing Sweden with Ontario, or Canada?

Hon. Miss Stephenson: Canada.

Mr. Grande: Canada. Obviously, you have commissioned someone to be doing that work.

Hon. Miss Stephenson: No.

Mr. Grande: You haven't. Okay, you pulled that material together and it's in the form of a report, or it's just bits of information and then put on a memo. How did it come to you?

Hon. Miss Stephenson: No, it's examination of figures because the question has been raised very frequently that tuition fees are an inhibiting factor in terms of university or post-secondary participation on the part of students, and we wanted to find out whether indeed that is so.

The study at Stanford which was mentioned by your colleague has an indication that the cost of the educational program was significant in terms of student participation, and although we can't compare Canada entirely with southern California, nor can we compare Canada entirely with Sweden, there are some comparisons that can be made. We simply wanted to see whether there were any other figures that were available.

Mr. Grande: Do you have that information compiled, or is that all the information you have?

Hon. Miss Stephenson: The information about participation rates in various countries was not developed by us at all, but came through federal information services, as a matter of fact.

Mr. Wilson: On higher education in Sweden, the Council of Europe report from their committee on higher education formed the basis for the Swedish side, and some of our own information we have already gathered on the Canadian side. There is no question this is a rough fit. We are not pretending it's anything but that, but the fact is the best reconstruction that can be made, trying to compare the two countries, gives us this kind of indication.

[6:00]

Mr. Grande: Sir, I would like to get that kind of material from which this was made, because I am as shocked as Mr. Sweeney. This runs counter to any kind of material that I have read.

Mr. Wilson: It's run counter to our previous ideas too, just as John Porter's study on part-time studies at Carleton did.

Mr. Grande: So if you could provide that information and then we could have a closer look at it.

Mr. Sweeney: Can we have a copy of that tomorrow and at least the source of the material that was used to pull together the Canadian study? And could you, to the best of your ability, or one of your people to the best of their ability, give us the comparable 1979 figures so we can understand what they mean?

Mr. Wilson: Comparable to 1979 in terms of what?

Mr. Sweeney: Well, the figures you quoted were 1976 income figures. Do you have any charts to show what the 1979 figures would be?

Mr. Wilson: We could just apply inflators, but we don't have them yet. We don't know what income has done in that period of time. There is a lag in all data. It's the best we can do. This is the most recent we could do, and that's why it's 1976. We couldn't do anything—

Mr. Sweeney: I am sorry, Mr. Chairman, but in order to make any sense of it, we have to be sure we understand. This is based upon 1976 figures, it's nnot necessarily a 1976 report?

Mr. Wilson: No, there was a 1975 report from the Council of Europe and we used some 1976 figures elsewhere. I think the best thing we can do is distribute it to you and then we will talk about it.

Mr. Sweeney: That would make more sense, because we are discussing it somewhat in a vacuum.

Mr. Cooke: Can you give us the percentage of these various income brackets in society so we can compare the percentage?

Mr. Wilson: It's rough. There is no question it's rough.

Mr. Cooke: And just to make it clear, you are talking about 1976, the \$14,000, which in my way of thinking would mean about \$17,000 today.

Mr. Grande: Nobody is going to quibble about one or two per cent here or there, or even five per cent, but the thing that I am interested in is that particular trend that you are talking about, and I would like to find out whether that kind of trend is accurate or not.

Hon. Miss Stephenson: Well, as I said, we are attempting to develop the protocol for a study which may, if it's feasible, give us some more accurate information about the numbers of factors which are related to the decision of students to participate in post-secondary education, and it's a very wide-ranging.

Mr. Cooke: You will freeze tuition fees?

Hon. Miss Stephenson: I will not make that commitment, because I anticipate that I will have the report from OCUA very shortly. I anticipate that we will be required to make

some decision about that, and I will certainly not commit myself—

Mr. Cooke: I didn't think you would.

Hon. Miss Stephenson: —to a freeze at this point, any more than I would commit myself to a moratorium on other things.

Mr. Grande: But how can you study it, if the factor varies? How can you do it? I don't understand it. So if you continue increasing the—

Hon. Miss Stephenson: Mr. Grande, the increase in tuition fees over the last eight years has been minimal compared to changes in family income, to changes in the CPI, to changes in the cost of providing university education, to changes in the level of student awards.

Mr. Cooke: The cost to students for total education has increased considerably too, because obviously the financial barrier is not tuitions alone. The cost of living for a student has increased, is what I am saying.

Mr. Chairman: Perhaps we could agree to go a little longer. We were about 20 minutes late getting started today.

Hon. Miss Stephenson: Because Mr. Cooke and Mr. Grande had not arrived.

Mr. Chairman: I am just wondering, and I need the direction of the committee, if we don't perhaps sit for another 15 minutes tonight, we will go over tomorrow night, and have to go from one to 6:20 tomorrow night, and I—

Mr. Cooke: Let's have the minister's response and then we can adjourn.

Mr. Chairman: Agreed?

Mr. Cooke: That will take 15 minutes.

Hon. Miss Stephenson: I am not sure it is going to take 15 minutes because many of the items which were raised will obviously be discussed in various votes.

However, I don't think anyone is any more concerned about the research policy within Canada than I am and have been for at least 14 years, but I would have to say that there is a body of opinion that not all the research can be directed to the universities, although much of it should be done there. The basic research needs to be done there but I am informed by responsible members of the private sector that a significant amount of research is done in the private sector and that must increase as well, which is one of the moves encouraged by the previous federal government by providing some tax relief for research and development, a move which I am sure is going to be continued by the present government.

I am really a little bit concerned about Mr. Sweeney's statement that some of our best researchers are being swallowed up by the private sector. I wouldn't say they are being swallowed up. Some of them are being effectively utilized in the private sector and will probably be even more effectively utilized in the future.

Mr. Sweeney: Madam Minister, I think the record will show that we are talking about potential researchers leaving school before they become researchers. You want to go back and examine what I said there. I said we want to provide incentives to keep those young people, those best people who could be good researchers—

Hon. Miss Stephenson: No, it was before that, Mr. Sweeney. Before you were talking about the best people.

Mr. Sweeney: That was the best existing faculty, not students. There's a difference. We are talking about two different things, faculty and students.

Hon. Miss Stephenson: Yes. That some of the best faculty were likely to be swallowed up in the private sector and I am not sure that's an appropriate kind of statement. I believe that some of them probably contribute greatly even within the private sector. This is a problem the universities have faced for a very long time. The private sector has always been more capable of providing greater financial incentives than universities have. I doubt that's going to change very dramatically unless we move from the rate of remuneration which has been established by the universities in Ontario which limits the way in which increases can be provided to those who are considered to be superior faculty members. That is a matter of some concern-

Mr. Sweeney: Surely, you don't want to exacerbate that type of movement.

Hon. Miss Stephenson: No, I don't want to exacerbate anything.

Mr. Sweeney: Surely, having the very best people or a good portion of the very best people as part of the training mode is very important.

Hon. Miss Stephenson: Yes, it is. I agree with you completely.

Mr. Sweeney: It is as equally important for industry as it is for the universities.

Hon. Miss Stephenson: Yes, there isn't any doubt about that at all.

Mr. Sweeney: Unfortunately they have some short-term goals.

Hon. Miss Stephenson: I think the universities have more than short-term goals.

Mr. Sweeney: I mean industry. Industry will pirate them away because of their short-term goals and the ministry has to be more concerned with the long-term goals.

Hon. Miss Stephenson: That's right. And that difference will remain as well and I am not sure that we will ever overcome that attractiveness, totally, to certain members of faculties at any rate, or certainly to very bright graduate students.

Mr. Sweeney: Not as long as for six years and running their increase in wages has been below every comparable group in Ontario society.

Hon. Miss Stephenson: Not every comparable group; you listed four or five, as a matter of fact. But I think there is developing within the university community in the province a new approach to the concept of what one might I suppose call a collegial co-operation in examining the roles of the various institutions in post-secondary education at the university level. It would appear last year's white paper of the Ontario Council on University Affairs has prompted the Council of Ontario Universities, the Ontario Confederation of University Faculty Associations and various universities as well to look at specifically the kinds of things which the universities themselves may be able to do in order to-and I hate this word but I don't know any other to describe it right at the moment-rationalize the university system in Ontario in a more relevant way to the needs of this province, not only the immediate needs but the long-term needs of the province. I am aware of some activity that is taking place at that level.

The report of the student awards officers, if I may go back to that, has reached me and we are considering their recommendations. We will be having a meeting with the student awards officers advisory committee in January, if I'm not mistaken, to look at their concerns and the modifications which will have to be made to the student assistance program this year in order to meet at least some of those concerns.

However, I would tell you that—I think I did tell you earlier—as a result of a consultation which occurred between the Council of Ministers of Education and the Secretary of State responsible for the Canada student loan program, a task force has been established to look at, in a much broader way, the entire student assistance program across Canada and the ways in which it can be modified to ensure there is encouragement provided for students and so accessibility will not be impeded by the student assistance program across the country.

It is anticipated that the task force will not be forever in making its report; that indeed there will probably be some short-term change in the federal legislation, in the not-too-distant future and then further change, as a result of the recommendations of that task force which will come forward, I would think, in about 18 months.

Mr. Sweeney: Madam Minister, would you not agree that the kinds of issues and recommendations contained in the student award report are the very ones that should be considered, whether the study is done provincially or federally? I think they have raised some excellent perspective points.

Hon. Miss Stephenson: Some of those obviously will have to be referred to the task force committee for examination on a national basis because I think it appropriate they should be examined nationally as well. We will be examining those recommendations at the meeting of the student award officers advisory committee early in January.

Mr. Sweeney: Are you telling us that in the short run—potentially for September 1980—you are going to take the observations and the recommendations of the Ontario student award officers into consideration for your program? And in the longer run you are going to apply some of the principles that they had outlined to the federal—

Hon. Miss Stephenson: Some of the questions will be referred to the federal-provincial task force which will be examining student assistance programs on a national basis, because they are very relevant observations.

Mr. Cooke: Will you be able to table tomorrow. for the OSAP vote, the report or study that Mr. Clarkson referred to in his letter to me?

Hon. Miss Stephenson: I'm not sure that it's entirely completed as yet. I'm not sure that all those figures are drawn together at this point.

Mr. Cooke: Perhaps the study he referred to in 1978. He said it was going to be done in six weeks and that was back in October 1978.

Hon. Miss Stephenson: The difficulty with simply looking at one year's figures was that we had nothing to compare it with because of the dramatic changes that had been made.

Mr. Cooke: You can make all those explanations when we look at the figures, but I would like to look at this particular report.

Hon. Miss Stephenson: As rapidly as we can get it for you, you will have it.

Mr. Cooke: Okay, but this one is completed? I am correct in understanding that there was a report completed in 1978?

Hon. Miss Stephenson: There was an interim report that was done.

Mr. Cooke: But it says: "When an analysis is completed a report will be prepared and given to the Hon. Bette Stephenson for her information. It is expected that this should be completed within the next six weeks or so."

Hon. Miss Stephenson: It wasn't completed in six weeks, as a matter of fact; it took considerably longer than that.

Mr. Cooke: Has it been completed in a year?

Hon. Miss Stephenson: It was an interim report and it did not have all the information in it at the time I received it. That is now being updated and will be available. I don't know—surely we can get it within—

Mr. Cooke: Can we see the interim report?

Hon. Miss Stephenson: Yes.

Mr. Cooke: Tomorrow?

Hon. Miss Stephenson: Yes.

Mr. Cooke: Fine

Hon. Miss Stephenson: One question was raised about Conestoga College which I probably should respond to right away. They have increased their full time post-secondary students by a very modest number and therefore the increase that will be available to them from the extra funds which were developed and made available will be relatively modest. Because we will have a more complete count of the short courses at the end of the year, we perhaps will know what the additional funds going to them will be at that time.

Mr. Sweeney: Madam Minister, the point I was trying to make was in order for them to be able to open up that vast array of opportunities in the machine tool trade which are so necessary in this province, it would have been required that they have the staff, the space and the equipment. Therefore, without the funds to open it up, they don't get the students. If they don't get the students, they can't get the funds.

Hon. Miss Stephenson: The extra funding which was made available was specifically to hire the staff in order to allow them to increase the numbers of students to take the most courses for which they had some information there were employment opportunities available. That was the purpose of the additional funds provided to community colleges. We will know what it is they will be able to

get from that fund on the basis of what they have been able to encourage in terms of increased staffing and therefore, increased student participation. By the end of this year I can be more accurate. I do not know whether the figures you are suggesting to me are accurate or not at this point, but I will know by the end of the year.

Mr. Sweeney: Madam Minister, surely you appreciate the significance of the threepronged necessity. In other words, faculty alone isn't enough; equipment isn't enough; space isn't enough. You have to have the three of them or you can't run the program.

Hon. Miss Stephenson: I gathered the space problem was not one of major significance because I was informed by the president of Conestoga College they thought they would be able to find space at a very reasonable or nominal fee in order to do it. There were some encouraging remarks that they weren't really going to require a great deal of equipment acquisition. I don't know the facts of that at the moment and I shall try to find out and report to you.

Mr. Sweeney: Let me just clarify one point. Are you saying that \$7 million fund was accessible to Conestoga to get more staff if they could demonstrate to you they were prepared to put on programs that had a direct job orientation?

Hon. Miss Stephenson: That was the purpose of the extra funding, as it was to all of the colleges.

Mr. Sweeney: Is that still available?

Hon. Miss Stephenson: Yes. I guess it was Mr. Cooke who suggested Algonquin College had dropped two of its communityrelated courses in 1978-79. I will try to find out about those. There were a couple of other things I am going to have to find out about as well.

Mr. Cooke: I simply raised that because as I understand it there were other courses dropped at Algonquin. I mentioned the labour problems they have had there because of the conflict and the cuts that had to be made. I simply raise that with you to indicate colleges are having to make decisions of cutting programs that serve the community and keeping programs that are less costly in some instances, and generate more students.

Hon. Miss Stephenson: I am not sure I understand what you mean by serving the community. If you mean some of the college outreach programs-

Mr. Cooke: No. What I mean is if there are programs that are needed within a community, they may not draw large numbers of

students but they still produce graduates who are needed within the community. They may not be attractive and draw hundreds of students and those are the programs that are being cut.

Hon. Miss Stephenson: That has not been the experience of most of the colleges. When there is a community need to be served and when the employment of those graduates can be almost assured, most of the colleges have maintained programs specifically and have reduced programs for which the employment opportunity or the community need was not nearly so well defined.

That's why I'm concerned about the fact that you said there were two communityneeds programs which were dropped. That certainly has not been what I have been informed by the presidents of the colleges or by the council of regents about what the

colleges were doing.

Mr. Cooke: I was told time and time again when I visited colleges-and I went to quite a number of them-in the presidents' views the boards were being put in positions of doing exactly that-cutting programs which often led to jobs but were more expensive. Therefore, in order to cut costs they were cutting the expensive programs.

Hon. Miss Stephenson: That is not the kind of reports they have been giving to me.

I will try to explore that as well.

I have made a fairly careful list of Mr. Sweeney's observations regarding the universities. The specific suggestion I had made regarding funding was directed primarily to alumni of universities whom I believe are in possession of a very great degree of responsibility for the continued functioning of those institutions. That's a very personal observation, but one which I believe wholeheartedly.

Mr. Cooke: That's great for the University of Toronto and the traditional universities. but not so great for some of the smaller

Hon. Miss Stephenson: It's also great for the smaller ones because they all have graduates at this point. I would agree that Algoma could have difficulty raising large amounts of money from its graduates. Its enrolment has declined quite dramatically, from 570-odd in 1974-75 to 400 this year. That I believe is the rate of decline which has to be taken into consideration because of the weighted funding mechanism applied to universities. You can't just look at one vear's decline.

Mr. Cooke: I want to discuss Algoma under the university vote because there are a lot of reasons why the enrolment has declined at all, as I'm sure you know. The American universities and other contributing factors play a role in it.

Hon. Miss Stephenson: But I think we did make a significant move this fall which should be of assistance to Algoma in order to increase its attractiveness to students within the region.

Mr. Cooke: You're talking about the programs that are affiliated with Laurentian University.

Hon. Miss Stephenson: Yes.

Mr. Cooke: According to the administration there, that generates very little money for Algoma. That's what they told me and my colleague from Algoma (Mr. Wildman) quite a while back. Also in the press clippings we can go through later from the Sault Daily Star, after you made that statement in the House and the Sault Star became aware of it, they checked with the administration at Algoma College and the administration said it was very little help in terms of actual dollars.

Hon. Miss Stephenson: In actual dollars Algoma does receive additional funding at this point in time from the Ministry of Northern Affairs as well.

There was a statement made that there had been a dramatic reduction—I think Mr. Sweeney suggested it was contained within the OCUA report. The actual figures in terms of the faculty members at Ontario universities showed that between 1977-78 and 1978-79 there was an actual reduction of 10 faculty members across the entire province. We know they are not hiring quite as many as they were in the past, but in total numbers that was the reduction between that year and the next.

We don't have the figures yet to compare the 1979-80 faculty strength with the 1978-79 figures.

nguics.

Mr. Cooke: So the OCUA report is wrong?

Hon. Miss Stephenson: Those are projected figures that were developed by the Ontario Confederation of University Faculty Associations and others. There really has not been as dramatic a reduction in the numbers of faculty up to this year. What will happen this year I really can't project. The projections that were made by OCUFA last year on the basis of the funding obviously did not come to pass. Whether indeed the relative difference will be as great this year or not, I can't tell you. We will not have those figures for another few months yet.

I think it would be a most positive note on which to end this evening's discussion to let you know that as I have suggested to you earlier, an examination of research activity has been printed in the Canadian Journal of Higher Education. The title of the article is, "The Research Productivity, University Revenue and Scholarly Impact of 31 Canadian Universities."

As I suggested to you earlier, the universities in Ontario produce 45.6 per cent of all the research activity in Canada, in spite of the fact that we have somewhere between 36 and 38 per cent of the student population. We have relatively more students than most provinces. Our universities are extremely important in the research centre.

Three of the top six producers of research in Canada are universities in Ontario. They are the University of Toronto, the University of Western Ontario and McMaster University. As a matter of fact, they produce 25 per cent of all of the citations for all of Canada.

Our top 10 universities produce almost all of the citations for Ontario. That's 45.1 per cent of the 45.6 per cent. Five of the top 10 universities in terms of faculty productivity are Ontario universities, Research is a very important function of Ontario universities,

Mr. Sweeney: I think the point that was made, Madam Minister, was we recognize that fact. The record will show that, and we want to be darned sure that it doesn't get lost in the shuffle. Because that's the concern of the people involved. They're saying to you, "We've got a good program in place here now, but it's going to go 'phfft' if you don't do something."

Hon. Miss Stephenson: They're also saying it has not disintegrated at this point. But they are concerned that it may in the future. I think that's the burden of the OCUA white paper as well, that if the university system remains intact at this time, there is a potential for some disruptive activity if we can't do something about the level of funding which can be provided for universities.

Mr. Cooke: Just to change the positive note on which we're going to end, if you read the Bill 19 submissions I think you would get the impression that the system has declined. Certainly if you look at Dr. Carver's and Dr. Polanyi's presentation to the justice committee they certainly indicated very clearly that research has declined in this province, both in quantity and in quality.

Hon. Miss Stephenson: That is not what the factual information would demonstrate. Mr. Chairman: Did the committee agree to carry the first vote?

Vote 2801 agreed to.

Mr. Chairman: We'll commence tomorrow at one o'clock. We have limited time so

perhaps we can come to some agreement prior to the meeting as to the division of time, if that would be helpful.

The committee adjourned at 6:30 p.m.

### **CONTENTS**

Tuesday, Decemb	er 4, 1979
Opening statements, Mr. Sweeney, Mr. Cooke	S-1497
Ministry administration program	S-1497
Adjournment	. S-1525

### SPEAKERS IN THIS ISSUE

Cooke, D. (Windsor-Riverside NDP)

Gaunt, M.; Chairman (Huron-Bruce L)

Grande, A. (Oakwood NDP)

Philip, E. (Etobicoke NDP)

Rowe, R. D.; Acting Chairman (Northumberland PC)

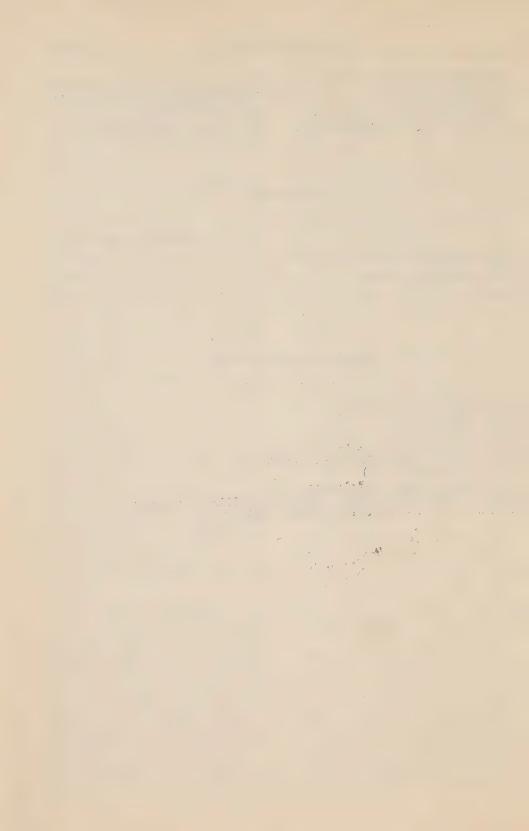
Stephenson, Hon. B.; Minister of Education (York Mills PC)

Sweeney, J. (Kitchener-Wilmot L)

From the Ministry of Colleges and Universities:

Adams, T. P., Assistant Deputy Minister, College Affairs and Manpower Training

Wilson, B. A., Assistant Deputy Minister, University Affairs





No. S-52

# Legislature of Ontario Debates

Official Report (Hansard)

### **Social Development Committee**

Estimates, Ministry of Colleges and Universities



Third Session, 31st Parliament Wednesday, December 5, 1979

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

### CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario. Editor of Debates: Peter Brannan.



### LEGISLATURE OF ONTARIO

Wednesday, December 5, 1979

The committee meet at 1:10 p.m. in committee room 1.

## ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES

(continued)

Mr. Acting Chairman: Ladies and gentlemen, I see it is now 10 minutes after one and we have a full agenda today. If there are no objections I would like to get under way.

Mr. Sweeney: Mr. Chairman, I would like to point out there is a general agreement between the two opposition critics to try to allot two hours for vote 2802, university affairs, two hours for vote 2803, college affairs, and one hour for vote 2804, student affairs. That is just an attempt on our part; we will try to stick to it.

Mr. Cooke: We will ask the chairman to make us stick to it.

Mr. Sweeney: Whether or not we will be successful, time will tell. It is easy for us to say that. Whether we will do it or not is another matter.

But I am very conscious of the time and I will not unduly prolong my remarks.

Mr. Cooke: If you take the first hour, I will take the second hour. That way you set your priorities and I will set mine.

Mr. Sweeney: All right, we will try to do that.

Mr. Acting Chairman: Excuse me, before we get started the clerk tells me that the time remaining is four hours and 45 minutes. Shall we try two hours?

Mr. Sweeney: We will knock about five or 10 minutes off each one.

Mr. Acting Chairman: Let's try for an hour and 50 minutes on vote 2802 and an hour and 50 minutes on vote 2803.

Mr. Sweeney: We will try.

On vote 2802, university support program:

Mr. Sweeney: I would like to begin on this vote 2802, university affairs by raising a question for which I have not yet got a satisfactory answer. I'd like to ask the minister about her statement on page three in which she makes the observation that in making comparisons—and I have this underlined, "One must add to our current expenditures that portion of debt servicing that applies to the massive education investments made in the 1960s and early 1970s."

I suspect what you are referring to there is the annual portion of that debt servicing which applies last year, this year, next year and so on. Can you tell me where in the budget that figure is delineated, because I wasn't able to find it? And I am just not sure what kind of money you are talking about.

Hon. Miss Stephenson: It is in the Treasury reports under debt servicing. I am sorry it is not—

Mr. Sweeney: Can you give me a figure?

Mr. Wilson: It is around 10½ per cent of budget, and it would be over \$1 billion a year in debt servicing alone.

Mr. Sweeney: Approximately how much?

Mr. Wilson: It will be between \$1.2 billion and \$1.3 billion—something in that neighbourhood.

Mr. Sweeney: Excuse me, now the total budget for Colleges and Universities is \$1.4 billion.

Mr. Wilson: The debt servicing cost runs something over \$1 billion.

Hon. Miss Stephenson: But that is total.

Mr. Wilson: That is total, so some fraction of that can be attributed—

Hon. Miss Stephenson: A portion of that is the amount.

Mr. Sweeney: What I am trying to get at is how much of the \$784 million allocated to university affairs is for debt?

Hon. Miss Stephenson: None. But in addition to what is allocated for university affairs, one must consider the amount of money needed to be provided through Treasury for debt servicing for the development of the university system—the capital construction of the university system.

Also I am reminded by Mr. Wilson, the debt servicing of the ongoing support which was provided in the 1960s, which is included—

Mr. Sweeney: You are losing me.

Hon. Miss Stephenson: Since I am not the financial wizard Mr. Wilson is, probably I had better let him explain it. [1:15]

Mr. Sweeney: It would help. I just want to try to understand the way in which you are making the comparison. I must say I am having difficulty. Let me put my question in a different context, so then perhaps you can apply your answer that way.

It would appear to me that on a per capita basis each other province would have similar debt requirements. Obviously in total amount they would be different. It is well recognized we have far more students here and therefore we have far more spaces and far more debt than any other province does. But if we are trying to make a comparison, I have some difficulty in seeing why Ontario should be on a per capita basis any different from anywhere else.

As a matter of fact, given what I understand to be in some cases overcrowded conditions, the space allocation per student may even be less in Ontario than in other provinces. I don't know that but certainly I would have no reason to believe it would be more. Just for the sake of discussion, let us say if we are spending \$200 or \$300 per student for debt retirement, I don't see why that should be any different than Alberta, Saskatchewan, British Columbia, Newfoundland or anywhere else. I'm failing to find the logic in your point.

Mr. Wilson: There are two possibilities, Mr. Sweeney. One is that Ontario in the earlier years did make a larger investment and incurred it at a time when deficit was being incurred and the other provinces weren't doing it. I think our deficit position may be quite comparable. However, the main point of this thing was that we have felt very often it should be the per capita load carried within the province and also the share of budget. The chastisement has been on the share of budget dropping.

The point in here was that the share of budget cannot hold up if debt is taken off the top more and more as time goes on. Instead of funds being 100 per cent available—while at one time there was 92½, 97½ per cent now only 90 per cent of the dollars raised are available for program purposes. So there has to be a 3½ to four per cent cut—I don't like to use that word, but we have to—in the availability of money to mount new programs because of debt servicing.

Therefore, if you take Colleges and Universities as a share of budget, that is going to drop because it has already been pre-

empted by the money that goes into debt servicing. That's the point which was being made. The interprovincial comparisons were not really part of the question. It was a question that within the province's priorities with other programs you just find that there has to be a decliner. There is no way of avoiding that if debt is taking a larger amount.

I believe the minister said we have to bring the debt under control. That has been the government's concern, and we must recognize that part of the debt being paid is on behalf of building the system in the 1960s and early 1970s.

Mr. Sweeney: You will recall the observation I was making was that the record would appear to show that for this year—and for the last couple of years, although in lower amounts—the difference between Ontario perstudent funding and other provinces is about \$1,000.

Your statement on page 3 would seem to suggest you can't make meaningful comparisons unless you bring that debt servicing into the factor. I have to come full circle back to the point that on a per-capita, per-student basis, there shouldn't be any significant difference. As a matter of fact, given that Ontario's building campaign was at an earlier point than many of the other provincesespecially a province like Alberta and to a certain extent Saskatchewan and I suspect British Columbia too, but I am not sure of that-the actual cost of the capital plant is probably less in Ontario comparatively than what it is in the other provinces. Having built at a later date, the cost would be much higher.

Hon. Miss Stephenson: We are not just talking about the capital side. We are talking about the operating side as well.

Mr. Sweeney: It has got to be similar.

Hon. Miss Stephenson: There was a major degree of funding of the operating side in the 1960s, on a basis which incurred provincial debt. That debt has been maintained.

Mr. Wilson: The capital servicing does indeed show in the 886. What we are talking about is beyond the capital servicing that appears in there. There is this servicing of the massive operating deficit of the province.

The capital aid corporation was set up and the interest on that and the repayment is shown year-by-year as a charge against university support, which must be paid back. Other provinces may have done that at an earlier time and paid back then. But beyond that the net provincial debt incurred on behalf of the entire government program must be serviced, and some portion of it is assigned to education—let's say 28 per cent of it. That is a number I believe gets used on occasion. Maybe it is fair to say that 28 per cent of the debt servicing cost was incurred on behalf of education. Therefore, 28 per cent of that three per cent decline of the rate of increase should be added back to education expenditures made belatedly.

Hon. Miss Stephenson: It does not in any way, it seems to me, affect the comparison which Mr. Sweeney is trying to make. He wants to make an interprovincial comparison in terms of per capita spending or per student spending.

Mr. Sweeney: What I was trying to transfer to you was the concern expressed by the education community itself. The Premier says there is no lack of commitment in Ontario compared to other places in Canada, yet the financial figures would appear to show that there is. To use, as the Premier himself has done on at least one other occasion, the debt situation that Ontario got itself into in the 1960s as a rationale for doing that, I would say is not a very strong argument. That is really the point I am trying to make.

I think we can go around in circles, and you don't have the actual figures with you. I wish I had thought to ask you for them yesterday. It was unreasonable for me to expect you to have all those figures with you. Perhaps at some other time I will raise the question in the House, and you can respond to it and be prepared for it.

I want to come at another question along somewhat similar lines. This one has been raised briefly before but again a satisfactory answer has not yet been given. The increase in money flowing to Ontario from Ottawa for post-secondary purposes was \$88 million. The increase in provincial expenditures over the same period of time would appear to be somewhere in the neighbourhood of \$51 million. As has already been brought to the Premier's attention, that would appear to represent a shortfall of \$37 million.

I recently saw another set of figures from the Ontario Secondary Students Federation which would suggest the difference is even greater than the one I quoted, but those are my figures I got from Ottawa and from the provincial budget. Let me put it into context.

It was perhaps somewhat coincidental that Mr. Crombie was reported in today's Globe and Mail as saying he knew the provinces were diverting for other purposes some of the money transferred to them for medicare

purposes, and while it was not appropriate to do so it was legal to do so. He went on to say he thought the time had come for the federal government to re-examine its fiscal arrangements with the provinces if this kind of practice was going to continue.

My understanding is that it is legal for the province to divert federal funding intended for post-secondary education to other purposes. I am sure you will not be surprised to hear me say I would think it inappropriate to do so and question if not the legality of it at least the morality of it.

What is the reason for doing this? And is it going to be a continuing practice? I am getting vibrations from Ottawa that if it does become a continuing practice they may change the fiscal arrangements agreement. How are you going to deal with that?

Hon. Miss Stephenson: In answer to your last question, Ottawa may have a little difficulty doing that since it requires provincial agreement to modify that. It was on the basis, I understand, of an agreement between Treasurers and the Minister of Finance that the earmarked funding, cost-sharing kind of arrangement which had been in existence for some time was eliminated totally. The whole system was replaced by a transfer of tax points because Ottawa finally realized that the provinces were sufficiently adult to make the decisions about the way in which the tax point transfer funds should be used within the provinces on the basis of their own priorities. I don't think you can compare apples and oranges and I think some of the deductions you are making from the information which comes from Ottawa are inappropriate. To my knowledge, there are no funds earmarked for anything except in specified grant programs, one or two of which remain.

Mr. Sweeney: But surely you will agree that funds from Ottawa to the province are intended for certain purposes, whether or not the federal government has strings on them.

Hon. Miss Stephenson: They were intended for purposes in the social policy field which is a very wide range.

Mr. Sweeney: What evidence do we have then, if money intended, at least initially, for post-secondary education is not being used for that and money intended for health services is not being used for that? Where is it going in the so-called social policy field because it's not going to social services?

Hon. Miss Stephenson: I wonder if you could tell me where it might be going because—

Mr. Sweeney: That's what I would like to know.

Hon. Miss Stephenson: —the budgets of the other ministries in any field have not increased at the rate at which budgets within the social policy field have increased.

Mr. Sweeney: But here we have the two biggest budgets of the province—education and health services—and in both cases the evidence is clear, the funds from Ottawa for these two purposes are not going there.

Hon. Miss Stephenson: No, I think you are entirely wrong in saying the evidence is now clearly in. You are deducing on the basis of past figures that you have evidence this is happening. I don't think you can make that deduction in any logical kind of way, given the fact that there was a total change in the philosophy of the transfer of funds from Ottawa to the province. I think it was in 1976-77.

Mr. Sweeney: But in our discussions with the Secretary of State in Ottawa, there was clearly identified for me, in the combination of tax points transferred for that purpose and lump sum dollars transferred for that purpose, those amounts of money which were passed on to Ontario for post-secondary education purposes. I don't think that's in doubt. What the province does with it—

Hon. Miss Stephenson: How could they clearly identify for you specific amounts of funding if what is being transferred is a matter of tax points which may amount to whatever sum of money is to be transferred to the province for use on the basis of the provincial priorities established?

I have to tell you, Mr. Sweeney, that if it's not going into the areas to which it should be going, I don't know how the budgets in those two areas could have continued to increase the way they have. Perhaps some of it is being transferred into the debt servicing area. But certainly there isn't another ministry within the government which has had the kind of increase which would devour the amount of money which Ottawa mistakenly and quite inappropriately is saying has been transferred specifically for any single purpose in the social policy field.

Mr. Sweeney: I would direct the minister's attention then to the 1979-80 federal expenditure plan; it seems pretty clear in there. It's somewhat coincidental that the \$37 million shortfall I have identified—and, as I say, that seems to be on the low side when other people take a look at it—is roughly comparable to the \$32 million shortfall identified by the Ontario Council of University Affairs

for the same year. It's awfully close to just being a coincidence. Let us go on.

Hon. Miss Stephenson: It's an interesting deduction which I would hope I might understand in some way.

Mr. Sweeney: All I am trying to suggest to you is that the Ontario Council of University Affairs has identified a shortfall for 1979-80 in the funding to universities of \$32 million. The transfer payments from the federal government to Ottawa are identified as shortfall, in transferring them from the province to the universities, of \$37 million. It's an unusual coincidence that those figures should be so similar.

[1:30]

Hon. Miss Stephenson: I wonder how one then rationalizes the information which is contained in the Ontario budget which suggests that the total transfer from the federal government in that area has decreased by \$6 million. Federal payments as a per cent of Ontario budgetary revenue is down from 22.3 per cent to 20.3 per cent.

Mr. Sweeney: In total?

Hon. Miss Stephenson: In total.

Mr. Sweeney: In the area of social services, I understand it was about 18 per cent. Of all social services, there was an increase of about 18 per cent.

Hon. Miss Stephenson: Yes, but they have cut in a number of other areas which obviously would have to be accommodated within the provincial budget. For example, hospital insurance was reduced. The bilingualism development was reduced. Economic development was reduced. Economic stimulation was eliminated, \$228 million.

Mr. Sweeney: I don't have that in front of me but I would gather they are different funding relationships between the federal and provincial governments from the one we are talking about. You talk about mixing apples and oranges—

Hon. Miss Stephenson: They are fiscal arrangements which have been established on the basis of agreement with the federal government.

Mr. Sweeney: But we still have money coming from the federal government for social services—education, health, and the general area of social services.

Hon. Miss Stephenson: Except that many of these are in the areas of education and health where reductions have been carried out as well as in other transfers which obviously must be accommodated through provincial funding.

Mr. Sweeney: Let's just say for the sake of discussion that your figure of \$6 million is correct. Balanced against the \$37 million figure that I have for education—and I don't know what the figure is for health, although even Mr. Crombie admits there's a figure there—I don't recall that figure being quoted this morning in the paper—I don't have it in front of me but there was a figure.

Hon. Miss Stephenson: There isn't any breakdown of figures at all in the information which is provided to us.

Mr. Sweeney: I would suggest that you have some of your financial people check the federal expenditure plan for 1979-80. There's a breakdown in there.

Let me go on. It's not surprising, Madam Minister, that there would be—

Hon. Miss Stephenson: I would remind you that what happens between the plan and the fact is frequently quite different.

Mr. Sweeney: The information I asked for when I called the Secretary of State's office was the actual amount of money that was transferred, not what necessarily was intended. The actual amount transferred was the figure I quoted you; unless they are lying to me and if you care to suggest that—

Hon. Miss Stephenson: No, I am not making any such suggestion.

Mr. Sweeney: Let me go on. I want to move now to a point you raised a couple of times in your opening statement: the need for a good working relationship between the business community and our universities. It was raised, I think, on two levels. More so last year than this year we are going to have to go to the public, I think your phrase was, more and more for additional funds for universities. We are going to have to go to alumni, we are going to have to go to business, whatever the case may be. We know a couple of universities across the province who have been quite successful at doing that. We know others that have fallen flat on their faces trying to do that, so it's important we have good working relationships with the business community.

The second one mentioned this time was the old factor of research, the fact that we need to work very closely with the business community on research. The third one mentioned was the whole question of identifying job needs and co-operation in trades training and other kinds of training. Therefore, I think there is a general agreement there needs to be a good working relationship between the universities and the business community.

The point I want to make, and I have a couple of references here I want to draw to your attention, is that there seems to be a growing crisis of confidence between the business community and the education community in this province, and to a certain extent in other parts of the country. I happened to come across two statements in the Globe and Mail of October 3. I am not going to read them all; I am sure the minister probably has them from her own clipping service. It was rather interesting to note that one was an editorial and one was on the business page. The business community was bemoaning the fact that not only was there a significant shortage of skilled tradespeople to meet their needs, but also a significant shortage of skilled managerial people. I just want to read the one section here that they draw to our attention in terms of numbers.

"This year Canadian universities will graduate about 1,800 MBAs. The United States will graduate 49,000." On a roughly 100-to-1 ratio, I think the minister would realize we are graduating maybe approximately a third in comparison. "Canada will award 12 doctoral degrees in management subjects, the United States more than 1,000. Management education at most Canadian universities was badly neglected and underfunded during the 1950s and 1960s," and it goes on and on.

The point is made again in the business page of the Globe on the very same day, and I will just read one part of one sentence, "The poor record of training skilled tradesmen in Canada and the equally inadequate effort to train effective and knowledgeable managers." I draw that to your attention to point up that the dismay about the effectiveness of what we are doing within the educational community itself is beginning to be matched by dismay out in the business community.

I want to go one step further. I have a copy of an article from a business magazine the spring issue of 1979 and this is a statement by the board of trade for Metropolitan Toronto. The heading is, "Education minister is advised business alarmed over the state of guidance counsel training." We have brought this to your attention a number of times and obviously this one too has been brought directly to your attention. I'd like to add to the original point that the business community is very concerned about some of the things your ministry is doing or not doing. More appropriate is that in their judgement the training and preparation of guidance counsellors has deteriorated since that service has been transferred to the universities.

Let me quote a couple of points they made here, and I would like your reaction. This is spring, 1979, so it's fairly current. First, it is noted that, "The standardization which had characterized the ministry's direct administration of guidance training prior to 1970 quickly and quietly disappeared after the transfer of the training to the faculties of education. For example, the work experience component was retained at Western, but was dropped in favour of academic courses at Toronto and at Oueen's."

Let me go on: "In blunt terms, most of the state-supported guidance counselling establishments do not seem to know that it is under intense criticism, mostly for sins of omission. Some of the students' reports are openly critical of their school guidance departments for a perceived failure to inform the students of the opportunities and benefits to be found in business and in industry. And finally, the board has concluded the ministry either surrendered or lost effective control over the course content, the instruction, and the administration of these courses since they have been transferred to the universities."

There are several other references here, pretty much to the point that since the training has been transferred to the universities they have mostly done as they saw fit rather than as the ministry would want. It highlights a concern we have raised a number of times about the transferring of the teacher-training component to the universities, and the fact that we perceive some of these same kinds of things might happen. What the educational system needs, what even the Ministry of Education feels it needs, may suffer from the way the universities themselves choose to operate those programs.

Once again, I think it is somewhat significant that not only we but the business community would highlight precisely that same kind of concern. Would you care to comment on that?

Hon. Miss Stephenson: Having met with representatives of chambers of commerce and boards of trade over the past several years, I was aware of the concern being expressed. As a matter of fact, in Toronto we have developed a relationship with the board of trade which permits an extra experience for guidance counsellors specifically in order to provide some kind of exposure to the business community.

The concern expressed is that many of those involved in guidance, indeed most of those involved in teaching, have gone in their lives from school to school to school. Unfortunately, most of the business community tends to discount any of the summer experience which many of the students and many of those who are guidance counsellors have had in the industrial field or in the business field, feeling that unless people have been out of the school structure for a period of time they can't really have any appreciation for what goes on in the business community

I'm not sure that's entirely valid. But as I'm sure you are aware, there has been one recommendation which was received by the Ministry of Education, suggesting that no person should be granted a teaching certificate until they had two years' experience in the business community. That's a very interesting and rather stringent kind of requirement which I think probably could be suggested for any one of a number of groups in society.

If am aware of the need for an increased sensitivity on the part of guidance counsellors to the problems—not just the problems, but the circumstances, the facts of life—in the business community. As a result of that, in the senior and continuing education branch, there has been a specific effort directed towards counsellor education. As a matter of fact, we're calling them career counsellors because there has been an unpleasant connotation develop related to the name, guidance counsellor, in the minds of a very large number of people.

We have established liaison with the counsellor educators in the province in terms of program and curriculum. We have reached an agreement recently about the competencies which are to be expected of counsellor trainees for each of the three parts of the specialist counsellor program. There is going to be a major one-day conference for counsellor educators, as a matter of fact, early next spring which will be sponsored by the senior and continuing education branch.

I think however, in spite of the impediments which the business community feels have been present within the system, there has been an awareness by an increasing number of young people of the need for some competency in the area of management. An increasing number of students are enrollling, as you know, in the business administration programs in all our universities.

In some of the universities there are very good programs. In others, because they are still resisting what you suggested yesterday, Mr. Sweeney, that they become industry-oriented, they have not developed that kind of capability.

I am not at all sure all universities should attempt to develop it. But I think our young people are recognizing it and I am positive the career counsellors are recognizing it. We're doing our best in terms of liaison and information and continuing consultation to make the faculties of education aware of the needs in that area.

[1:45]

Mr. Sweeney: How would you respond to this statement? It is preceded by a brief description of what the universities are attempting to do to meet the need, and goes on to say, "But they are so seriously underfinanced and understaffed that each year the schools have to turn away thousands of qualified applicants who want to develop a career in management"?

Hon. Miss Stephenson: Which schools are turning away thousands of applicants?

Mr. Sweeney: "As Dean Max Clarkson of the University of Toronto's faculty of management studies said"—and on and on.

Hon. Miss Stephenson: I know Max Clarkson. I'm not sure what the figure would be. But I certainly don't think it's thousands.

Mr. Sweeney: I think it is important for all of us to recognize that if we're going to get support from business in terms of donations; if we want their co-operation in job training; if we want their co-operation in helping to design the necessary programs, we're going to have to show them we are meeting the needs they perceive as well. I think we brought to your attention last year that business contributions to various charities and funds, whatever the case may be, indicated a reduction for educational purposes. There is beginning to be a transfer there.

Hon. Miss Stephenson: You are preaching to the converted, Mr. Sweeney.

Mr. Sweeney: Good, glad to hear that. Let's drop it then.

I want to go on for a second to part-time students. I have a considerable amount of correspondence—and I'm sure you have as well, printed forms of one type or another—from part-time students indicating their concern about the numbers of courses that are not made available to them. By part-time students, I'm not just talking of the person who works all day and takes one course at night. I'm talking about a person who is pursuing a degree on a part-time basis.

I know this has been brought to the minister's attention. What has been done about it? What can be done about it?

Hon. Miss Stephenson: When a matter of this sort related to one specific university has been brought to my attention I have communicated with the president of that university on each of the occasions. At least on two of the occasions I have been informed that the faculty council is looking at the possibility of expanding courses to be made available to part-time students.

But there is a very real resistance within the university community to the concept of part-timing—if I may use that ungrammatical word—professional courses. That seems to be the area in which there is most confrontation and question and conflict at the moment,

Mr. Sweeney: But we had a bit of discussion about this last year. I think I recall you suggesting that in a period of declining enrolment one of the things the universities should be paying more attention to was the pool of people out there—

Hon. Miss Stephenson: Adult learners.

Mr. Sweeney: —who would take more advantage of opportunities, if the universities were a little bit more open to their needs in the real sense. How do we get at that?

Hon. Miss Stephenson: As I said, my communications would lead me to believe there is a degree of resistance regarding professional courses. The universities believe there is a necessity for a total concentration upon the activities related to professional courses. The universities believe there is a necessity for a total concentration upon the activities related to professional courses for the appropriate period of time.

I'm not sure at this point whether that degree of resistance can be overcome, but certainly they are much more open to examining and developing some flexibility in the area of the humanities and science courses which are not necessarily related to the production of a professional degree.

Mr. Sweeney: As the government withdraws the grant support in the Ontario Student Awards Program from professional and graduate schools, and if a person doesn't have any other source of funding, that for a number of people could leave part-time studies as the only alternatives for graduate or professional education. Would that not be apparent to the universities and to OCUFA and to the ministry?

Hon. Miss Stephenson: I'm sure it's apparent to the universities. I would suppose at the present time there is no dearth of potential applicants in most of the professional courses, which may have some impact on the universities' point of view about professional courses.

Mr. Sweeney: I have no doubt about that at all. As a matter of fact, we hear all the time about the numbers of students who can't get into medical school, or can't get into law school. But the point I am trying to make is that surely there is a responsibility on the part of both the ministry and the universities to make some provision for those people who can't even apply on a full-time basis, because of the financial constraints they're facing.

Hon. Miss Stephenson: We've had a significant increase in part-time enrolment in 1979. The part-time undergraduate enrolment is actually up by 6.7 per cent. It's up to 72,750. This is so at almost every university.

Mr. Sweeney: I think you'll find that the concern is not with the general, fairly popular courses in the undergraduate program. They are available in most cases. The concern is with those programs that are simply not offered at a time of day when part-time students and full-time students could equally take advantage of them.

Hon. Miss Stephenson: I would agree with you that I think there are probably some professional courses or courses leading to a professional degree which could lend themselves reasonably well to part-time activities. I would have a little difficulty in examining the way in which, for example, from my own experience, the course in clinical medicine could be provided on a part-time basis.

Mr. Sweeney: Why is it not possible for some of the professional and graduate courses to be offered in the way in which I described Conestoga College is offering its course in metal machining trades?

They've got blocks of time. They really went out and said, "It's not what we want, but what are the needs of people out there? We'll offer this course in four-hour blocks, three times a day, six days a week." That to me is real effort.

Hon. Miss Stephenson: I think there are some courses leading to a professional degree which could be modified and provided in that way. But it would be extremely difficult to do that in clinical medicine.

Mr. Sweeney: What incentives, or what encouragement comes from your ministry, from OCUFA or whoever it has to come from, to have these kinds of things happen?

It seems like for about the last three or four years—

Hon. Miss Stephenson: I don't know that anything has come from OCUFA. But I have certainly raised it with COU on a number of occasions at this point, and will continue to do so. Little drops of water wear away stone.

Mr. Sweeney: But it's been a long, wearing process.

Hon. Miss Stephenson: But circumstances are changing relatively more dramatically now than they have over the past decade. I think the universities are becoming very sensitive to their roles in the next decade and the potential which will be available to them.

Mr. Sweeney: I hope so.

While we're on part-time students, can I divert for a second? I understand the OSAP funding that was made available to them last year was structured in such a way that many of them couldn't get it. Is that being changed this year?

Hon. Miss Stephenson: There are problems which we recognize, and we will be looking at those in our examination of the OSAP criteria for this year.

Mr. Sweeney: There is a distinct possibility of a change this year?

Hon, Miss Stephenson: I think we must.

Mr. Sweeney: It just wasn't workable last year. In theory it was great, but in practice it wasn't.

Hon. Miss Stephenson: In theory it was good. It did not seem to be working. The experience of part-time students would lead us to believe it was not working effectively.

Mr. Sweeney: When we come to that vote, can we have some information from one of your people as to what factors you are looking at? I will just put that on the table for now.

In a letter I have before me that you wrote back in March you expressed concern about "degree mills from outside of Ontario and in most cases from outside of Canada." You stated you were planning to take some legislative action but I haven't heard anything since. Where is that right now?

Hon. Miss Stephenson: The legislation is written and ready, and will undoubtedly be introduced at the beginning of the spring session.

Mr. Sweeney: Has some problem come up to account for the delay?

Hon. Miss Stephenson: No. It is just the size of the legislative package we had in the fall. It was too great for the time available.

Mr. Sweeney: Last year we expressed concern about the possible elimination of funding, which came from your predecessor, for the University of Toronto transitional year or any of those preliminary-year programs. It was to go on for one more year. I have been watching pretty carefully a number of news

items from the university about the effectiveness of that transitional year. What is its future now? Is it still on the brink, or has it been assured for a period of time?

Hon. Miss Stephenson: It's surviving.

Mr. Sweeney: Yes. But surviving how?

Hon. Miss Stephenson: It is surviving on funding.

Mr. Sweeney: Is there any intention to remove that funding?

Hon. Miss Stephenson: Not for the next year, no.

Mr. Sweeney: What about the general principle of preliminary year? I read a statement very recently, and I am sorry I can't quote the source, that suggests the whole concept of preliminary year should be applied to boards of education rather than to universities. Since you have both ministries, what do you know about it?

Hon. Miss Stephenson: As a result of our co-ordinated ministerial functions, this is a matter which has been of some real concern to us, particularly, as you know, on the interface between secondary school and university or community college. It is a matter we have been looking at very carefully. We have not come to a firm conclusion at this point but are continuing to examine it.

Mr. Sweeney: I saw in today's paper a little advertisement from Atkinson College. It said something like, "Come in and take courses so many nights a week for six months or so, and you can qualify to go." It seems to me if we are serious about encouraging those people who for any number of reasons—financial, family, motivation or whatever—want to get back in again if that is their desire, then these kinds of transitional programs appear to be a most effective way to do it. That is how I see it, at any rate, and it certainly should not be cut off. I can't imagine the cost factor is really that great. I don't think there are large numbers involved.

Hon. Miss Stephenson: We have not cut them off. The numbers are not huge.

Mr. Sweeney: That is all the more reason we should continue to see that it is possible.

What, in general terms, is the minister's reaction to the OCUFA statement, System on the Brink?

Hon. Miss Stephenson: It wasn't OCUFA; it was OCUA.

Mr. Sweeney: I'm sorry, I get those two mixed up; OCUA.

Hon. Miss Stephenson: My general reaction is I think the council did a very responsible

and careful job of examining, from their point of view and from the universities' point of view, the potential fate of the university system in Ontario. I think they did it in the light of the kinds of ideas they put forward last year to the university system itself. This year they were attempting, I think, to make the universities themselves a little more sensitive to the need to become involved in the activity they were recommending last year. I think they have done it very effectively. It is a statement I have considered very seriously. It is an apprehension-producing document.

[2:00]

Mr. Sweeney: Would you agree, given the information available to them, they could hardly have come to any other conclusion?

Hon. Miss Stephenson: I would not presume to explore the thought processes of each of the members of OCUA. I would think they have travelled in the direction they felt was most appropriate at this time. I think it is always possible to come to other conclusions. Having been around here for four years, I am perfectly aware that given the same pieces of information 125 people can come to very different conclusions.

Mr. Chairman: Mr. Sweeney, I just wanted to indicate to you that it is two o'clock and you have about five more minutes.

Mr. Sweeney: It was after one when I started. All right, five more minutes.

Madam Minister, are you going to be able to say anything to OCUA in any definitive wav that would lead them to arrive at a different set of conclusions? For example, are you going to be able to say to them, "Your premise of an increase of five per cent annually is not accurate"?

Hon. Miss Stephenson: You are fishing and doing it very well. I am always optimistic.

Mr. Rowe: What are you going to use now?

Mr. Sweeney: What do I use now? A net instead of a line, to see if I can drag in a different kind of fish. I really didn't expect you to answer, but I thought I would try anyway.

Hon. Miss Stephenson: I hope you will be encouraged.

Mr. Sweeney: Let me put the question another way. When are we going to be hearing the financial funding figures for the coming year?

Hon. Miss Stephenson: Soon, I hope.

Mr. Sweeney: Does that mean December or January?

Hon. Miss Stephenson: I hope it is December. I think we should be able to do it then.

Mr. Sweeney: Still dealing with OCUA, in their statement of 1978 they raised serious questions as to what their continuing role was. I remember it proposed three possible models.

I notice in the minister's statement for 1979-80 funding she has clearly identified that OCUA has for all practical purposes operated something like the British grants commission. Am I very far wrong? What the minister seems to be saying, and what I understand the minister did, was instead of allocating the money herself she gave OCUA a global figure and said, "You make the decisions as to where it goes." That, I understand, is the operating principle of the British grants commission.

Am I wrong in either one of those two perceptions?

Hon. Miss Stephenson: I do not know all of the details of the British grants commission, but there is a difference which I think is significant.

Mr. Wilson: It seems to me the essential difference in that one is that the formula used by OCUA for the vast majority of things is approved explicitly by the minister. The grants commission has much more latitude year-by-year in what it does with that money by institution. They can call for institutions to do different things. There isn't as explicit a formula by any means in the British system.

A few years ago the claim was made they finally cracked the British university grants commission system and found it was patterned on the Ontario system. A statistical study was done of this. They have never revealed how they do the money; that's their business. The OCUA must satisfy the minister and then apply that, unless they choose to do it differently. They say, "Okay, apply this on the formula"—the special bits, the fringe bits—northern grants, bilingual, the merging grants, especially supplementary grants. But basically, if they want to signal departure from the formula they must get the minister's approval.

Mr. Sweeney: What was the significance of announcing that OCUA, rather than the minister, was going to be the distributor this year? What really changed, on the basis of what you just said?

Hon. Miss Stephenson: Nothing.

Mr. Wilson: It was just the fine trimming of how much might be set aside for the special grants; therefore, the basic income unit value would be slightly different. The basic formula had been accepted.

Mr. Sweeney: One last question, Mr. Chairman: Let me go back to my original question. On the basis of what OCUA itself said last year, that its role needs to be reappraised, on the basis of this funding situation we just discussed where is OCUA going for the next couple of years? Is it going to be business as usual, or is there going to be any change?

Hon. Miss Stephenson: I would think not, unless OCUA has some specific recommendation it wishes to make, which I would have to consider. There has not been a change proposed.

Mr. Cooke: Mr. Chairman, we're just going to take the next hour among all of us, so any of my colleagues will be able to jump in.

I want to ask the minister some questions about tuition. I remember reading a number of press articles where she had originally talked about announcing tuitions for 1980 by October—

Hon. Miss Stephenson: In November, I had anticipated we would have all the information collated from the responses to the P. S. Ross report, which were submitted, after collection, to the council of regents and to OCUA, and that I would have their recommendations back to us relatively early in November. It has been a little later than that.

Mr. Cooke: When can we expect an announcement?

Hon. Miss Stephenson: I expect it will probably be at about the same time the funding arrangements are announced.

Mr. Cooke: I assume you are going to make every effort to make announcements this year when the Legislature is in session so we will have an opportunity to respond.

Hon. Miss Stephenson: I would think that is entirely possible—unless you would like me to make them on Christmas Day.

Mr. Cooke: Last year you made the announcements in January when the House wasn't in session.

Hon. Miss Stephenson: That was not because the House wasn't in session. It was simply because we did not have all the final information available until early in January.

Mr. Cooke: It seems a lot of major announcements are made by this government when the Legislature is not in session. I hope you will make every effort to do it in December so we will have the opportunity to respond to you very quickly.

What factors are you taking into consideration? I wonder how hopeful the P. S. Ross report could possibly be in deciding tuitions for this province? I have looked at that report and—

Hon. Miss Stephenson: Slightly. It has some interesting information in it. We will be examining the recommendations, or the opinions at least, of the council of regents and of OCUA as well.

Mr. Cooke: How much did the P. S. Ross report cost the government? Over \$100,000?

Hon. Miss Stephenson: I can't remember. I think it was about that.

Mr. Cooke: We are talking about a ball-park figure of \$100,000 or more. Do you think that was a useful expenditure of government money on a report that was, basically, a public opinion poll not really reflecting true public opinion? Even you said it was not a true sample even of the university or college communities. Basically, it looks at some alternatives and gathers some of the various fees that are charged to universities and colleges. I assume you could have gathered that information on your own quite easily.

Hon. Miss Stephenson: No, that is not information that could be gathered. Those were models which were developed by the researchers. I think the major portion of cost was actually produced by the development of those models, which I think are useful concepts to consider.

Mr. Cooke: You mentioned though, when I asked you what factors you are taking into consideration to decide tuitions, that the P. S. Ross report is one of the aspects, but you are looking at—

Hon. Miss Stephenson: We're looking at the responses to it which were received from various groups and at the opinions and recommendations developed by the council of regents after perusing all those responses,

Mr. Cooke: Let me just say I feel the Ross report was a waste of money on the part of the government. That \$100,000 could have gone to—

Hon. Miss Stephenson: That's \$75,000.

Mr. Cooke: That \$75,000 could have gone into a much more useful research study. In some ways the P. S. Ross report is a self-fulfilling prophecy. The public opinion part of it didn't even address itself to accessibility. I think it was a tremendous waste of money.

Hon. Miss Stephenson: I don't think the terms of reference—

Mr. Cooke: I realize the terms of reference were the problem. I think it was a mistake on the part of your ministry to commission a study like that. I realize where the blame lies. It is not with the people who carried out the study. The blame lies with the ministry in the terms of reference that were set for the study. It was a waste of money. Obviously you don't feel it was a waste of money at this point. You think it was very useful in determining tuitions.

Hon. Miss Stephenson: I do believe the variety of models, the form of the models and their impact, have provided very useful information for us.

Mr. Cooke: Are tuitions going to be based on one of those models?

Hon. Miss Stephenson: No, not necessarily. Mr. Cooke: So why was it terribly useful?

Hon. Miss Stephenson: Because it does provide us with information about potential impact in a number of areas.

Mr. Cooke: I guess we'll see how useful the report was when you make your tuition announcement, and if it plays any role at all in determining the final decisions.

Hon. Miss Stephenson: I am sure, Mr. Cooke, you will be able to find a rationale for suggesting it played no role.

Mr. Cooke: I haven't heard you give me any good reason why it has been a useful study. It was a good example of \$75,000 that your government threw away in a time of so-called restraint.

I want to look at some of the effects of restraint at some specific institutions. I will start by talking about Scarborough College and the library problem there. My colleague from Scarborough West has visited the institution, as have I, and you said yesterday you have also visited it. I would like to know what you think.

You saw where they store their library books. They presented a brief to me when I went there which indicated they should have 19,800 square feet for a library in an institution of that size. They only have 12,000, which is 34 per cent less. Did you visit some of the places where they store the books?

Hon, Miss Stephenson: I don't think I have been in any of the back rooms. I have been in the room they use as a library.

Mr. R. F. Johnston: You would remember if you had been.

Mr. Cooke: The underground hallway where they keep some of them-

Hon. Miss Stephenson: I saw that, yes.

Mr. Cooke: —in the basement of a house where they are having problems with flooding, and mould on some of the books. What was your reaction? What are you willing to do to solve the problem?

Hon. Miss Stephenson: I would remind you that the priorities of the university per se are those which must be addressed in the capital allocations which were provided. The University of Toronto obviously has the right and the responsibility to make the decisions about the way they allocate capital funds. Since we have raised the problem with Dr. Ham, I would anticipate that the university will be looking very carefully and seriously at this.

Mr. Cooke: It is the number three priority at the university, or was for this year's capital. They obviously would have carried out the program had the ministry given them enough money to extend to the third priority.

(Hon. Miss Stephenson: Their first priority was Sandford Fleming, as you know, because it had been destroyed by fire. That was a rather urgent replacement.

Mr. R. F. Johnston: Is there no provision for that kind of an emergency replacement of capital above and beyond normal planning procedures for capital investment?

Hon. Miss Stephenson: At this time, no. Mr. R. F. Johnston: Is there any thought of trying to provide something like that as a kind of cushion?

Hon. Miss Stephenson: If there were lots of dollars, I am sure there would be. But there are not lots of dollars.

Mr. R. F. Johnston: The needs of the library are so basic, in terms of the lack of facilities. It seems a shame that the university, in trying to plan a logical process in developing the institution, should be curtailed because of a disaster like a fire. Is any thought being given to trying to provide a budgetary item for that next year?

Hon. Miss Stephenson: There has not been, to my knowledge, a mechanism for funding in that way in the past. At the present time there is no possibility of developing that kind of arrangement because of the limitation of funds available to us in terms of capital allocation. In the future it would be an interesting idea to consider that specifically. Thank you for the suggestion.

But unfortunately the level of priority of the Scarborough College library did not rise to an acute and noticeable one until this past year as far as the University of Toronto was concerned, and it was not third on their priority list last year. Mr. R. F. Johnston: I think that speaks probably to the fact of the lobbying that the student-group body did there, and their initiative in raising that \$400,000, which I think is very commendable.

Hon. Miss Stephenson: We have proposed to the University of Toronto a route which they might consider pursuing in order to accommodate their requirements at Scarborough College. We do not have an answer from the University of Toronto as yet. [2:15]

Mr. Cooke: What is the route you have suggested?

Hon. Miss Stephenson: It's a route which is related to the funds they may be able to acquire by other means.

Mr. Cooke: Wintario or something like that?

Hon. Miss Stephenson: No, not Wintario.
Mr. Cooke: There are some universities getting money that way.

Hon. Miss Stephenson: Utilizing some of their own resources,

Mr. R. F. Johnston: In your letter to me you mentioned the university going to the private sector. Is that what you are thinking of?

Hon. Miss Stephenson: No, that was not private sector. The university itself.

Mr. R. F. Johnston: Where does the potential move of the forestry department fit into this?

Hon. Miss Stephenson: It's sitting in midair right at the moment, and it's a very marked complicating factor in the whole business of considering the Scarborough—

Mr. R. F. Johnston: How does that affect the library? I am a little confused by that.

Hon. Miss Stephenson: I think it has some great potential impact upon the library at this time. Until that decision is finally made, by whomever, if the forestry division were to go to Scarborough there would be requirements for a major capital expenditure at the college, of which the library might be a part.

Mr. R. F. Johnston: Is there a major forestry component to the library downtown at the moment, for instance, that would be transferred?

Hon. Miss Stephenson: Within the faculty, and certainly some within the main library as well. But there would have to be other modifications at Scarborough, in addition, in a capital construction move.

Mr. R. F. Johnston: Is the proposal you are suggesting to them for freeing other funds that are available to them?

Hon. Miss Stephenson: It had nothing to do with forestry though.

Mr. R. F. Johnston: Is it something that could be brought onstream as early as this coming year, or is it something that they would have to eke out over the next few years?

Hon. Miss Stephenson: No, I think it could be, but I am not sure what their reaction is at this point.

Mr. Cooke: Can you be specific and share that information with us?

Hon. Miss Stephenson: I'm not sure that I should at this point, because it was suggested in confidence to the president of the university. As I said, I don't have a response from him at this point. When I get some kind of response from him we certainly would ask him if he would be willing to have a share.

Mr. R. F. Johnston: I'd appreciate it if you would let me know, or ask if he is willing to confide that some time fairly early on. Anything we can do to work with the college to move towards that would be great.

Mr. Cooke: Have you had a chance to go to the Brock Science building?

Hon. Miss Stephenson: No, I have not.

Mr. Cooke: I think it's not too far from here. You should take that opportunity some time. I was amazed when I went to that facility and talked to the professors who work there. It is just amazing. The building is unsafe, to be quite frank. Not having taken any science courses in university myself, I wasn't aware of some of the things they do there. The benches and the work facilities are inadequate. The students have to work too close together and it is really forgetting the effects on the quality of education. The problem is that it is unsafe for students to work in that building.

Hon. Miss Stephenson: I am aware that university has retained the services of a consulting firm, which did a study of Canada on this kind of problem about two years ago, and one at Nipissing University as well. They have almost completed the study, and it probably will be available early next year. That should provide us and the university with some kind of direction about the kinds of things they should be doing.

Mr. Cooke: What do you mean?

Hon. Miss Stephenson: One of the problems is that Brock has produced a proposal for a science complex which, in view of the dramatic decline in total enrolment at that university, would appear to be somewhat more comprehensive—perhaps one might even suggest more exotic—than might be required. The question has been put whether modifications could be made to that proposal—perhaps modifications to the existing building—which would ensure there were—

Mr. Cooke: Of course the existing building was always meant to be a temporary building.

Mr. Wilson: On the main campus.

Mr. Cooke: No, I am talking about the one down the hill that they use right now.

Mr. Wilson: There are modifications to the main building.

Mr. Cooke: I see; then they will be moving the science department to the main campus and making alterations to the main campus? Their enrolment has dropped that significantly? Because I asked the president of the university at that time if that was a viable alternative.

Hon. Miss Stephenson: Yes, it's 12 per cent this year. Almost five per cent last year.

Mr. Cooke: And they do have enough empty space in order to do that?

Hon. Miss Stephenson: As a matter of fact they have the highest space-per-student ratio in the province.

Mr. Cooke: So we can expect some kind of a solution coming forth in that too?

Hon. Miss Stephenson: One would hope there would be some reasonable—

Mr. Cooke: They presented this to the ministry. Are they getting capital expenditures?

Hon. Miss Stephenson: The estimated cost of their proposal I think was \$11.5 million.

Mr. Cooke: But in the coming fiscal year-

Hon. Miss Stephenson: The report of the study should be available early in 1980. That consulting firm did an excellent job, I must say, at Canadore and at Nipissing. One would anticipate they would produce a very responsible—

Mr. Cooke: So you would be looking at capital grants for alterations to the existing-

Hon, Miss Stephenson: We will be looking at their proposals about what might be done at Brock in order to ensure the—

Mr. Cooke: If it can be accomplished in the present building with declining enrolment, I would support that. But I am very concerned that the present facilities are dangerous and something has to be done relatively soon.

The only other specific capital problem I wanted to talk about was the Carleton library. When I visited that institution the students

were vocal about its needs. Have you been to that institution?

Hon. Miss Stephenson: I have been to the institution. I have not toured the library.

Mr. Cooke: Do they have any capital allocation this year for anything, or did any proposals come to you regarding a library?

Hon. Miss Stephenson: Not for the-

Mr. Cooke: It's all repairs and-

Hon. Miss Stephenson: Yes, nothing major.

Mr. Cooke: But did they make a proposal to you for a library that was refused? Or for alterations and additions?

Hon. Miss Stephenson: I had seen it on the list. As a matter of fact I couldn't remember where it was on the list. But it's not at the top of the priority list.

Mr. Cooke: Of their own institution?

Hon. Miss Stephenson: They had other smaller repairs which were of high priority.

Mr. Cooke: That was their only major capital for new buildings?

Hon. Miss Stephenson: Yes.

Mr. Cooke: The other repairs would obviously come ahead.

Hon. Miss Stephenson: It's comparable to a number of other university libraries which may or may not be ideal.

Mr. Cooke: Perhaps one of the things they should look at also—I made this suggestion to both the students and, I think, to the president at the time—since they also were experiencing a significant decline in enrolment, is to go the same route. The president was telling me they didn't even have the capital to make renovations to increase the size of the library. That may be a realistic alternative for that university too.

I would suggest when you look at the next proposal you may talk to them about that. I am sure they must have a fair amount of—

Hon. Miss Stephenson: There are conversations which go on regularly on an ongoing basis between the universities and the ministry about their requirements, their suggestions, their—

Mr. Cooke: I am sure there is, but, at these three institutions I have certainly picked up a sense of frustration. They seem to feel there may be conversations going on but the needs have been in existence for quite some time and haven't been met. Certainly, the Brock, Scarborough, and Carleton issues have been raised over the years with you and your predecessor. While there are a lot of conversations going on the problems are still there, so there is a sense of frustra-

tion. That's why I raise these three specific issues, the major ones brought to my attention.

I want to talk in a little depth about the Algoma problem. I start by asking the minister why she is meeting with them on December 17 when her decisions are going to be made on December 15? Can that be changed so she can have a full discussion and understanding of the problem before they make their final decision? Perhaps there won't be the necessity to lay off the large number of faculty.

Hon. Miss Stephenson: The meeting on December 17 was the mutually acceptable day arranged between my office and Dr. Howell.

Mr. Cooke: But you realize the decisions are being made on December 15?

Hon. Miss Stephenson: I was made aware that there were going to be some decisions made at that time, ves.

Mr. Cooke: What possibly can be accomplished to help that institution when you are meeting with them after the major decisions have been made? Decisions that will affect that university for quite some time.

Hon. Miss Stephenson: There has not been any indication from Dean Howell or others that it was urgent the meeting be moved to some other date. To my knowledge there has been no urgent plea from Dean Howell and the members of staff at Algoma to move the date of the meeting.

Mr. Cooke: Certainly the faculty is upset about what is going to happen. This is an example. This is the first university that is experiencing very severe problems which may result, as I conceive it, in that institution closing in the next few years. They are talking about laying off six of their faculty. With a decline in enrolment over the last year of only 30 full-time equivalent students, there are very serious problems there. We know about the relationship with the American university and how it lowered its tuition fees to allow Canadian students to pay the same tuitions as they would if they lived in Michigan.

Hon. Miss Stephenson: Certainly the number of Grade 13 graduates who went to Algoma—

Mr. Cooke: I saw that in the statistics.

Hon. Miss Stephenson: —was significantly larger than went to the American university.

Mr. Cooke: A lot of the Grade 13 students, of course, from the Sault would go to the south too. One of the reasons they do that

is because they can't get the types of courses they want at Algoma. I, personally, feel that probably the biggest role the university plays in that area is for people that are in the work force and want to study on a part-time basis to upgrade themselves or work towards a degree. Without this institution they wouldn't be able to do it.

Hon. Miss Stephenson: If the decision is made to reduce the size of faculty by the number you suggest—

Mr. Cooke: All the press clippings by the way indicate I am not the only one saying that. The faculty and the administration are saying that too.

Hon. Miss Stephenson: I am saying if that does happen, Algoma will at that time be approximately the same size, in terms of faculty, as Nipissing and with almost exactly the same size of enrolment. Nipissing has certainly managed to continue to function. To suggest that reduction automatically means the demise of Algoma is probably inappropriate.

Mr. Cooke: What's happening is it is a never-ending cycle, there will be the six that leave this time so the institution will become less attractive to students in the area, and so on.

Hon. Miss Stephenson: Even with the possibility of further courses provided through Algoma under the aegis of Laurentian in the new arrangement?

Mr. Cooke: This clipping appeared in the Sault Star, I believe it was on November 2, after you had mentioned in the House to me about this new funding mechanism and how it had gone a long way to solving the problems. It starts off with the dean saying, "A new funding mechanism for Algoma University College announced in September will not bring enough money into the financially-troubled institution to make a substantial difference." How much money were we talking about when you made that announcement in September? How much money flowed through Laurentian?

Mr. Wilson: It would not flow directly until they get the enrolment in the new program they would be allowed to take. But it gives them the freedom to do things with Laurentian.

Mr. Cooke: What new programs were they talking about?

Hon. Miss Stephenson: They were talking about the extension of courses in commerce, English and social work.

Mr. Cooke: The dean says it won't make that much difference at all in terms of the extra dollars.

Hon. Miss Stephenson: It will, if they can persuade the Sault students to attend Algoma university.

Mr. Cooke: He says it will not bring enough money into the financially-troubled institution. I am just going by what he says. [2:30]

Mr. Ramsay: Mr. Chairman, I don't want to quarrel with anything that Mr. Cooke has put forward. In particular, I support his statement about the need for that university. That facility, for part time students, has been of particular value to people who have either been upgrading or getting a post-secondary school education.

I really don't feel that the presence of Lake Superior State College and the favourable tuition fees has any real effect on the program. It probably has a minimal effect not a real effect.

I think the university was underfunded from the beginning and is operating with inadequate facilities which are not attractive to youngsters who want to have a meaningful university life. It is not able to offer any of the amenities of a regular university. But it is extremely important to our community. Not only from an educational point of view, but from an economic point of view. Culturally and socially it brings all the other advantages of a university to a small community.

I think the ministry has been fair. The average funding per student is the highest in the province. One must consider the northern Ontario grants, and the \$100,000 a year for a period of five years that has been provided by the Ministry of Northern Affairs. In addition there is a fund-raising campaign going on now, on a low-key basis. I say low key because it's primarily aimed at industries and businesses. It is headed by a senior vice-president of the Algoma Steel Corporation Limited. I know he is determined to do whatever he can, with the backing of the Algoma Steel Corporation, to make sure that Algoma University College finds a solution to its problems.

I know, from recent conversations with Dean Ewing and Dr. Howell, that the meeting on December 17–I don't think I am telling anything out of school—is to discuss the possibilities of additional programs and courses that will provide an incentive to more students to take their post-secondary school education at that school.

It's tremendously important that we find a solution to the problem and we only have the three more years of special funding from Northern Affairs in which to do it.

The thing has been studied to death already, but I'd like to think there could be some additional input into it. The community has to support it. The municipality has to support it. The ministry has to support it. And we have to come up with something. We seem to be waiting for the inevitable. We have had two years of grace with the funding provided by Northern Affairs but there doesn't seem to have been anything accomplished in those two years other than declining enrolment and therefore having to reduce the number of faculty. It seems to be a vicious circle.

I share Mr. Cooke's concerns when he says that next year more faculty will be let go and that will continue to be the case if the enrolment continues to decline. It's a very serious problem. I don't have any answers. If Mr. Cooke has, I would like to hear his suggestions. I don't say that in a patronizing way. I think it is something we all have to address ourselves to and I appreciate his concern and his interest. I would like, particularly, to hear the minister's thoughts about this rather unique circumstance as far as post-secondary institutions are concerned.

Hon. Miss Stephenson: As you suggested, the level of funding which is being provided to Algoma is the highest in the province in terms of post-student funding Basic Income Unit. In addition extra funds have flowed. The establishment of the governance arrangement was specifically undertaken in order that those involved would have an opportunity to expand their horizons a little and to examine other opportunities and other ways in which the viability of the institution could be strengthened.

There have been some suggestions. Dean Howell has made some suggestions which may prove to be the answer for the whole concept of the University of Northeastern Ontario. They may, in fact, provide a route to solution for the maintenance of an institution of university calibre in Sault Ste. Marie. Whether that's the final solution or not I can't tell you at this point. To my knowledge, there is not yet any major degree of agreement among the institutions in northeastern Ontario about the proposal he has made.

Mr. Cooke: When you're talking about the funding, however, you've got to realize, as I'm sure you do, that a large institution is going to cost more money to operate in a

northern community as well as a small institution.

Hon. Miss Stephenson: We recognize that.

Mr. Cooke: I realize you recognize that. That's why these northern grants are provided and the other extra funding. However, the actual basic operating grant for that institution only went up 1.3 per cent last year. Is that correct? That's according to the press release you put out in February when you made the announcement.

Hon. Miss Stephenson: Yes.

Mr. Wilson: Mr. Cooke, that would be conditioned, of course, by the fact they had been in a declining enrolment period much more than anybody else.

Mr. Cooke: I realize that.

Mr. Wilson: At the moment, the OCUA "System on the Brink" table shows that they received the highest grant per current BIU of anybody, even before the northern grants were in there and before the \$100,000 from the Ministry of Northern Affairs was in there. So if you put the \$100,000 from the Ministry of Northern Affairs and the northern grant, instead of being \$534 above-average per grant approved per basic income unit, it's \$800 per full-time student on the MNA grant, and probably another \$300 to \$400 out of the northern grant.

Mr. Cooke: So that brings them up to the Canadian average?

Mr. Wilson: Oh, above the Canadian average.

Mr. Cooke: Aren't we running about \$800 behind?

Mr. Wilson: There is \$500 to begin with. Hon. Miss Stephenson: Plus \$800 plus \$300.

Mr. Cooke: So you're a little bit higher than the Canadian average?

Hon. Miss Stephenson: A good deal higher than the Canadian average.

Mr. Cooke: The point I'm making is that you know a northern institution is going to cost more money, and I agree with what Mr. Ramsay said—that the institution isn't even physically attractive at this time. It needs a lot of work done to it to make it attractive to students in Sault Ste. Marie and surrounding areas so that local students will begin to attend it. That should be part of the long-term plan.

Hon. Miss Stephenson: There is another factor: it is in a period of convalescence from a malaise which was almost fatal not very long ago, for reasons which it seems to me had nothing to do with the level of

government support. It was due to many other reasons which had a great deal more to do with the governance of the institution and other factors.

I don't know how we manage to overcome that kind of problem with money. The attractiveness of the institution to students, I think, is going to have to be increased as a result of increased student confidence that the institution is viable. is being run effectively and efficiently.

Mr. Ramsay: One of the recommendations Dr. Parrott made at the time of announcing the five-year period of grace was that a number of options were open to the Algoma board of trustees, including its own proposal to use the facilities of the Sault College of Applied Arts and Technology. The possibilities of doing that seem to have disappeared. That would certainly assist in the attractiveness of the campus, the school atmosphere, and so on.

Even apart from that, you correctly talked about the malaise and the problems that surrounded that school, the doom and gloom that prevails, and the royal commission that studied it, and so on. But there's another thing. Dr. Parrott said in his statement that the grant intended to provide a period of stability-I'm referring to the \$500,000. Dr. Parrott warned that "this, in itself, will not ensure the long-term viability of Algoma College." He said the future of the institution "depends almost entirely on the support of the local community"-and the local community is trying to provide the support now, albeit a little late-"and unless the community uses the five-year period of grace to prove the college's viability, the government will not continue its support beyond that period."

That type of cutoff period, while it's perhaps necessary to motivate the various people interested in the school, faculty, board, citizens, whatever the case may be, it still puts a sword over the head of the school and makes it very difficult to attract students or faculty. We still have a doom-and-gloom atmosphere surrounding the school.

Hon. Miss Stephenson: I was interested in an editorial in the Sault Star on October 31 which suggested that the major requirement was community support and parental support of the viability of the institution. It suggested that each succeeding year more and more parents and high school students are saying, in effect, "We don't need Algoma University. We prefer other out-of-town colleges and universities." With this situation evident, how is the Ontario government ever going to be persuaded that the college is vital to the

community and its residents? There has to be, it seems to me, a good deal of activity taking place within Sault Ste. Marie on the part of students and parents.

Mr. Ramsay: None of my remarks were intended to be critical of the ministry. As I say, I think it has provided grants higher than any other institution in the province. It did give an additional five years when it could well have cut off all the grants and so on. I completely agree that we have to do something in our own community, and that's what we're trying to do. But there still has to be some encouragement, perhaps, from the ministry—not necessarily financial encouragement—and I'm hoping that is what is going to come out of your meeting on December 17

Mr. Cooke: I assume the minister looked at the report by the committee set up to examine the financial crisis. I don't want to belabour the point because we've discussed it. I do suggest that you should attempt to meet with them before December 15 before they make their decisions.

I certainly don't want to indicate, as a southerner from one of the most southern ridings in the province, that I know what Sault Ste. Marie needs. I agree with what Mr. Ramsay said-that a lot of the problems have to be resolved within the community. On the other hand there is some problem with financing, and I believe the ministry has to be very vocal in supporting this institution. We have to realize that not only does this institution, or any university, serve just full-time traditional students, but have to serve part-time students. That's where the role of Algoma University, I think, is most important for Sault Ste. Marie, and why they have to maintain it.

Hon. Miss Stephenson: I wonder if you think you can persuade the 27 graduates of Grade 13 from the Sault who went to the University of Windsor this year to go back to the Sault?

Mr. Cooke: The University of Windsor also has very serious problems with declining enrolment and underfunding. They may be the next university in this province to go under and it won't be because of the lack of community support because 70 per cent of its students come from the Windsor-Essex area. I didn't realize 27 students had come from the north to enjoy the banana belt, or the sun parlour, but we welcome them. I hope they live in my riding, but they probably live in Dr. Bounsall's riding.

Mr. Ramsay: I hope they don't cross the border and get murdered in Detroit.

Mr. Sweeney: What about Waterloo?

Hon. Miss Stephenson: Yes, 39 went to Waterloo.

Mr. Sweeney: Algoma is not offering engineering and computer courses.

Hon. Miss Stephenson: Oh, these are just students who could have taken their courses at Algoma.

Mr. Ramsay: That's the point I was making. I wasn't trying to raise the-

Mr. Sweeney: Oh, I thought you wanted it to attract engineering, math and computer students.

[2:45]

Mr. Cooke: I asked for this information during the Bill 19 hearings and I haven't received it yet. Some time before Christmas could the minister get for me the statistics on the projected deficits at the various universities for the end of this fiscal year? There are a number of universities that are going into that position.

Hon. Miss Stephenson: At that time we had no information about projected deficits.

Mr. Cooke: The first answer was that none of them were going into deficits but by the end of the Bill 19 hearings we knew they were going into deficits. Could that information be forwarded to me? I don't need it today.

Hon. Miss Stephenson: Yes.

Mr. Cooke: I have one minor question on OCUA. I talked to Dr. Parrott when he was the minister about having support staff representation on OCUA. I'm sure you've received letters on this matter, as have I. What is your position on having support staff?

Hon. Miss Stephenson: I have met with OCUA and have suggested strongly if they would provide me with a list of nominees I would be most pleased to propose one of those individuals as a member of OCUA. So far I haven't received a list.

Mr. Cooke: When did you make that request to them?

Hon. Miss Stephenson: The meeting was in September.

Mr. Cooke: When will the next appointments be made to OCUA?

Hon. Miss Stephenson: I can't tell you right at the moment, I haven't looked. It will probably be in February.

Mr. Cooke: I will get in touch with them.

Hon. Miss Stephenson: I've already told the secretary-treasurer of OCUFA-not only face-to-face and in front of all the other executive members but also twice by letterthat I would be very pleased to receive their list of nominees.

Mr. Cooke: Do you mean you have saved all the letters they wrote to all the members of all the parties? I've written one letter to you.

Hon. Miss Stephenson: Yes, and when you sent the letter to me I sent that information back to you. But I'm still waiting for the list.

Mr. Cooke: I haven't received your letter yet so it must be in transit.

Hon. Miss Stephenson: It probably is, I remember yours, but I signed several in the last couple of days.

Mr. Cooke: Mr. Sweeney talked about part-time studies and the problem that they have getting to some of the professional graduate courses. A lot of the part-time students seem to feel that universities are making money on them and not spending the revenue they get from part-time students to offer a proper range of courses.

I sent out a questionnaire to all the universities and asked for some breakdowns on finances. Most of the universities said they couldn't offer that kind of a breakdown. I did get one that sent me the information, and that was Wilfrid Laurier University. I found the information very interesting to say the least.

For 1978-79, Laurier said their income from tuitions was \$1,060,000. Formula fees were \$4,295,000 for a total income on part-time studies of \$5,355,000. They say their costs are \$1,605,000, for a profit on part-time studies at that university of \$3,750,000.

If that's happening at Wilfred Laurier I assume it is happening in a lot of the other universities too. I just wonder what the minister's reaction to that is. It seems to me the part-time students are right. They're claiming their courses are given in larger classes; they don't always get the professors they want; they don't always get the range of courses they want, and universities have always said they can't do it because it's too costly. Yet here we find universities are making a profit on part-time studies.

Hon. Miss Stephenson: I would have to look at that because I doubt they're making any great profit out of part-time studies. The whole area of part-time studies is a matter of grave concern which we have been exploring. That exploration is not completed as yet but will be, I would think, in the very near future.

Mr. Cooke: At this university, obviously, 60 per cent or more of income is profit and they break down the costs. They also attrib-

ute part of the costs to physical plant and security—there is money allotted to that in the cost. They're taking in everything—library, administration, publications, registrar and salaries. They are all taken into consideration yet they still come out with this huge profit. I'll send you a copy of this. It was prepared for me.

Hon. Miss Stephenson: Would you? Thank you.

Mr. Philip: I wonder if I may continue on that?

A funny thing made in the brief on Bill 19 by the University of Toronto School of Continuing Studies was that Statistics Canada showed the major form of entry into the university system is through part-time studies. One thing that strikes me as interesting is the point they make on page 9—that only through non-degree programs is it possible to employ the academic resources directly on problems such as the elderly, housing, attitudes to work, income distribution, energy, resources, transportation, civil rights, minorities, role of women—generally those areas we must deal with either in copying with society or with preparation for change.

You say you're interested in it and you're studying it, but The Learning Society, published in 1972, the report of the commission on post-secondary education, dealt with the program. Later, the select committee on utilization of educational facilities picked up some of the recommendations of the commission. It suggested that the government of Ontario, through the Provincial Secretary for Social Development, established a council on open education that would serve the learning needs of those in Ontario who are not being adequately serviced now by the existing institutions.

I'm wondering where your ministry stands on that? Is there not a need for greater co-ordination of your ministry with the Ministries of Industry and Tourism and Community and Social Services to deal with that aspect of changing society which cannot or has not been dealt with in the traditional university? The university has to be the source, of the centre of resource, from which servicing can spring. I'm wondering if you've grappled with that.

Hon. Miss Stephenson: No, not directly—not with the concept of setting up an advisory council. But, certainly, the division of university affairs has addressed in relatively clear terms the need for the universities to enlarge the scope of their activities—to enlarge them in terms of addressing the problems which society will be facing demo-

graphically, economically and in other ways over the next decade.

Mr. Philip: I go into universities and I see that many of the people there doing research and are teaching would like to service people other than the ones they are now servicing. Yet in some cases they do not have the travel budget or in others the cost of simple things like paper, part-time honoraria or whatever is needed to service these groups. Among the things I very much fear is that if we continue to go along that route we are headed for an anti-intellectual backlash.

I talk to people in my riding who see universities as something up there that taxes them and gives nothing to them. It's very difficult for me to explain that somehow the university is serving the global community in which they live and that they're getting something indirectly. They say, "We don't use the university. We don't go near it. We don't get anything from it." I suggest to you that we're going to have real problems if this kind of thing continues. For want of a better word, the redneck backlash against the universities is evident and has been evident in a number of societies. Without some change in the funding mechanism to allow universities to service a greater percentage of people in all socio-economic groups we're in for trouble.

Hon. Miss Stephenson: Why should there have to be a change in the funding mechanism in order to allow universities to broaden their range of service? If the communities are there to be provided with service it should not require any huge change in the funding mechanism to facilitate that change if the universities recognize the problems are there and they could be served. We do provide a travel budget, as you know, particularly in the north, for university professors to go out to small communities to meet with and to teach small community groups remote from the university. That is a part of the funding mechanism, specifically for the northern universities. But the problem for southern universities is not nearly so great in those terms as it is for the northern universities. Certainly the funds that are made available to them at this time should not be restricting their sights to the traditional community which universities have served.

Mr. Philip: You tell me then how a mother can use the system. Say she is a single parent who decides she wants to go back to get some kind of training that will either help her serve her community group or help her earn more money so that she no longer has to be on family benefits. How does she use that

system? All the cards are stacked against her. She has no way of getting the funding for adequate day-care service. She has no additional funding for her transportation to the institution. She may in the process be losing money she was earning through other sources of part-time work—at Loblaw's or one of these places. The chances of her overcoming these barriers in this province are so phenomenal she decides not to go to the community college, let alonge to the university. That is the problem she sees.

She says, "The university does not give me something; it is something that is out there and is not meaningful to me, even though I may want to become a para-legal or a nursing assistant."

Hon. Miss Stephenson: A significant number of single parents are at present attending the community colleges under this special bursary program—this student assistance program. That seems to have provided some incentive and some capability for a number of those—

Mr. Philip: Madam Minister, with the greatest of respect, if you listened to or read any of the views expressed by the various adult education groups that came before the justice committee on Bill 19, you know what their view is. They are the ones who are on the scene; they are the practitioners out there. And feel certain specific learning needs are not being met. Women in Ontario, native people, various cultural groups have identified certain needs which are not being met, the economically poor, the physically handicapped. All of these people are disadvantaged from using our traditional educational system, and it has been documented over and over again.

You just have to go back to the Wright Commission report to see that even at that time it was documented that the poor and middle class pay for education and the rich usually are the ones who get the greatest benefit from it.

Hon. Miss Stephenson: The statistical information we have indicates that is not so in Canada.

Mr. Cooke: No, no. That's very misleading. That is not what you meant to say. The statistics you provided yesterday based on 1976–\$14,000 income and less—do not sell me on the idea at all. That is the equivalent of \$17,000 or \$18,000 income now, and that is not low-income families. That's middle income.

Hon. Miss Stephenson: It is low-middle income.

Mr. Philip: You only have to take the testimony of Gordon Wragg, the president of Humber College. That is under the next vote, but you could still connect it to the same problem. He said they have to charge for extension courses at the rate of \$55 to \$60. A lot of people in my riding simply can't afford \$60. It means food off their table in order to pay that \$60. So if he is lucky he can put on a management training course and charge \$200, or \$300, or \$400, or \$500 for a weekend, and make enough profit so that he can do something else he sees as a community need. But surely the educational institutions, instead of looking at what the educational needs are, shouldn't be constantly worrying about how they can raise extra bucks here and there to provide some of the needs that are also visible and obvious to them. That is what they are doing.

Hon. Miss Stephenson: And a very commendable effort it is, if the money is being directed towards those programs which will make the educational institution more successful.

[3:00]

Mr. Philip: Haven't you read any of the briefs at all that came on Bill 19?

Hon. Miss Stephenson: Yes, I read them all.

Mr. Philip: You obviously, then, are insensitive to the fact that these people are saying these needs are not being met. They are saying it loudly and clearly. Be it the Ontario Association for Continuing Education, the Association of Extension Officers of community colleges, the Continuing Education Directors Association, be it any of those groups that appeared on the adult education and college and university concerns, all expressed the feeling that the part-time learner wasn't getting his fair share.

You are saying it really doesn't say much that a lot of people happen to be taking courses. That simply says you haven't listened

to any of these people.

Hon. Miss Stephenson: That, of course, is

your presumption.

Mr. Philip: It is also their presumption. I have been out there talking to them after the brief, and they seemed to have the same conclusion.

Mr. Cooke: Certainly the study that took place at Carleton indicated that right now the typical part-time student is the same type of student that attends on a full-time basis, so we are not reaching that type of person. The education system in this province has not worked as a social service to allow people to improve themselves and to move from

low income to middle income. Part-time study should be one of the major tools, but it is not being used in the proper way.

Hon. Miss Stephenson: It is, I believe, a major tool to be utilized.

Mr. Cooke: But it is not reaching the students we should be trying to reach. One of the things the universities are doing is when they advertise both for part-time studies and full-time studies, they are getting these fancy promotion programs together. You are probably aware of the one at Guelph, the one that Trent has run, and some of the other fancy things they have done out of the University of Windsor. Many of the other universities have done the same thing. All they are really trying to do—they are not making any great effort to reach new types of students—is make an effort to pull in the traditional student, to come to the traditional institution.

Hon. Miss Stephenson: That may be the attitude of some of the institutions, but there are Outreach programs which are working very effectively. The Trent University Outreach program in Oshawa has been extremely successful, and it is being attended, as you know, almost totally by people who are working full-time and are making—

Mr. Cooke: Do you know there is no university in this province, including the University of Windsor, that has bothered to set up a part-time program that moves with the shift workers, so that it is offered at times when the individuals aren't working? That is a disgrace in a city like Windsor.

Hon. Miss Stephenson: No, that is not entirely true. The Oshawa Outreach program of Trent does attempt to meet the needs of shift workers.

Mr. Cooke: It is on Saturdays, I believe, but it is not offered during the week.

Hon. Miss Stephenson: And some evenings, as well.

Mr. Cooke: I was told when I went there—in the spring of this year I believe it was—that that wasn't a program designed to move two weeks on and two weeks off whatever way the shift workers went.

(Hon. Miss Stephenson: But it is making at least an initial attempt to accommodate in untraditional ways, as far as the universities are concerned.

Mr. Cooke: Oh, I congratulated Trent on that I agree.

Hon. Miss Stephenson: Universities have done things in the traditional way for about 600 years, and it does take some time to move them. But we have been expressing the concern to the universities, because they have been expressing concern about their potential viability and long-term viability, that they should be looking very specifically at new and untraditional potential student bodies. Certainly they have the intelligence and the perspicacity to see where those bodies are within the community.

Mr. Cooke: What is your reaction to the Guelph advertising program?

Hon. Miss Stephenson: I am sorry, I haven't seen any of them.

Mr. Cooke: They are on radio all the time. I think there was something on The National the other night.

Hon. Miss Stephenson: I seldom have an opportunity to hear radio.

Mr. Cooke: The other night on The National is where I saw it, and I really think it is somewhat of a—

Hon. Miss Stephenson: I am informed that within the university system there is some consternation being expressed about it.

Mr. Cooke: Yes.

Hon. Miss Stephenson: But I haven't seen it.

Mr. Cooke: It sounded more like an ad for Clearasil or something; one of these jingle things.

Hon. Miss Stephenson: "Go to Guelph and clear your skin."

Mr. Cooke: Yes. There are other things I would like to raise, but we will get them under other votes.

Vote 2802 agreed to.

On vote 2803, college and adult education support program:

Mr. Sweeney: Madam Minister, what is the present status of faculty negotiations at the community colleges?

Hon. Miss Stephenson: They are ongoing.

Mr. Sweeney: How much longer are they going to be ongoing as they are at the present time? Where are they going?

Hon. Miss Stephenson: I think they are doing quite well, as a matter of fact.

Mr. Sweeney: Can you be a little bit more precise than that?

Hon. Miss Stephenson: No, I can't. I am aware they are meeting at the present time. I really would not want to do anything that might in any way jeopardize what is happening.

Mr. Sweeney: What is the possibility of it eventually going to arbitration as opposed to continuing down its present path?

Hon. Miss Stephenson: That is always a possibility, I am sure.

Mr. Sweeney: No. I mean from your observations. Does it appear to be heading that way?

Hon. Miss Stephenson: They are continuing to negotiate in a very meaningful manner.

Mr. Sweeney: What in your judgement is the main stumbling block at the moment? I have heard different points of view.

Hon. Miss Stephenson: I am not sure whether there is a main stumbling block, A concern was raised that the fact-finders' report was not as valid as it might have been, in terms of the perceptions of the faculty members.

Mr. Sweeney: What is the difference in the relationships with the Education Relations Commission when they are dealing with a community college and when they are dealing with a school board? Are they exactly the same, or do they have different mandates, or what?

Hon. Miss Stephenson: The ERC does have the responsibility to appoint fact-finders in that situation; to establish the mediation process, if that it necessary; to supervise votes; and to be apprised of the decisions which have been taken by the parties to negotiations, in terms of ongoing activities within the negotiating process such as the taking of a strike vote or the taking of a vote on an offer; that sort of thing.

Mr. Sweeney: So there really isn't any significant difference?

Hon. Miss Stephenson: Not a great deal.

Mr. Sweeney: If there were a strike, does
the ERC have the same power?

Hon. Miss Stephenson: No. The College Relations Commissions, CRC.

Mr. Sweeney: Oh. Would they decide whether or not the strike would be allowed to continue?

Hon. Miss Stephenson: That recommendation would have to be made to the ministry.

Mr. Sweeney: At this time then, you don't have any clear indication as to when this thing might be resolved—just that it is ongoing?

Hon. Miss Stephenson: I am at least slightly optimistic that it should not take a great deal of time. But I learned in my first three years in government service, in the Ministry of Labour, that it was extremely

unwise to make any kinds of projections, predictions, or very positive statements about the ongoing state of negotiations in any circumstance. One word I utter might be perceived by either party to have been inappropriate; in fact it could jeopardize the state of negotiations.

If you find me extremely circumspect in my use of the language in discussing any of these situations, it is because I am a little gun-shy about disturbing negotiations.

Mr. Sweeney: The primary reason for my bringing it up, Madam Minister, is because students in the community colleges have said to me, "Heck, we seem to be stuck with some kind of a labour negotiations breakdown every year. It is either the staff, the teachers, or somebody." Is this going to be the future history of community colleges?

Hon. Miss Stephenson: I would hope not.

Mr. Sweeney: But it has been. Over the last number of years, there seems to have been some problems—year after year, going back the last three or four years—and no one has a perception that things are going to change very much. Because the conditions that allow this to happen don't seem to be changing. It is in that vein I am trying to raise the issue, not in addition to the specific one we have now. And it seems to be more at the community college level than at other levels of education. In other words, it is the community colleges every year—that is the point I am trying to make—whereas students in—

Hon. Miss Stephenson: They have apprehension, perhaps, that they might be caught in some breakdown every year. They have not been caught every year, as you know.

Mr. Sweeney: Are there any other provisions within your ministry—discussions, initiatives, plans—to—

Hon. Miss Stephenson: You are aware that the external review committee on Bill 100, will be looking at all aspects of that bill. When I announced the formation of the committee I stated very clearly that if whatever was recommended by that committee had implications for the College Relations Commission activity it would be studied and modified, if necessary.

Mr. Sweeney: To what extent, if at all, would that include the non-academic staff?

Hon. Miss Stephenson: It would have difficulty including the non-academic staff because that is under a different—

Mr. Sweeney: That is part of the ongoing concern, as well.

Hon. Miss Stephenson: Yes.

Mr. Sweeney: Okay.

I have been following the development of the Ontario Hostelry Institute. It seems to be somewhat successful. If you have a chance to read the records of around 1975-76 you might notice that some of us, including myself, expressed concern that it looked as if an educational provision of the government was going to be hived off to the side. Your predecessor made it very clear that although an institute might be set up it would clearly be identified with one of the existing educational institutions, and that has been done in this case.

However, I have a continuing concern and that is, given the apparent success of this one, is there a trend that we might look at in other areas?

I was speaking to a couple of the community college presidents in—what shall we call it?—more remote parts of the province. They have a concern that this could very well be the tip of the iceberg and that we are going to see more and more of these centralized institutes—until we reach the point where those colleges are going to have difficulty attracting students. To what extent is this a trend?

Hon. Miss Stephenson: To my knowledge it is not a trend. I do have an indication that there is one other group in much the same area proposing something similar, but I wouldn't call it a trend at all.

Mr. Sweeney: Does the ministry have any internal guidelines that say, "We are not going to support these kinds of things"?

Hon. Miss Stephenson: We have developed some internal guidelines as a result of all the work that has gone into the establishment of the hostelry institute, at any rate.

Mr. Sweeney: Is it fair for me then to perceive that there is no intent to do any more of this?

Hon. Miss Stephenson: At this time, none.

Mr. Sweeney: What does "this time"
mean?

Hon. Miss Stephenson: I have heard no other proposals which-

Mr. Sweeney: If they came forward at this time, how do you think the ministry or the minister would look at them? Favourably or unfavourably?

Hon. Miss Stephenson: From an initial point of view we never look at anything with a totally negative eye. Nonetheless, we would really be concerned about fractionating the community college system excessively.

Mr. Sweeney: Okay, let's leave it at that.

I raised an issue of the metal machining program at Conestoga College, and I understand that Mr. Adams has some information, or the minister, whoever chooses to—
[3:15]

Hon. Miss Stephenson: Prior to the recent surveys which were carried out by Conestoga on skills shortages, there was very little metal machining training available in the area, as you pointed out.

Conestoga has expanded its shops at Guelph, Waterloo and Stratford. It is opening a new wing at the Doon campus in Kitchener. This was made possible by a grant of more than \$600,000 from the ministry for additional equipment. The college has reordered its priorities to provide the operating funds and some additional growth will be possible through a portion of the \$7 million growth fund established by the college system.

The target enrolments are 150 full-time and 200 part-time students per year. A local community industrial training council has been working closely with Conestoga and is sponsoring 40 students who constitute part of that figure I mentioned. They will be registered as apprentices.

In addition to that, members of the Canadian Machine Builders Association and the Canadian Tooling Manufacturing Association are sponsoring trainees within their plants. The local figures are not available for these at the present time but the provincial figures at the moment are 78 for the CMBA and 664 for the CTMA. There have been discussions with the secondary schools in the area which have resulted in 22 students being registered at this time in the advanced credit program for metal machining.

Mr. Sweeney: So that intake of roughly 150 full-time-

Hon. Miss Stephenson: And 200 part-time.

Mr. Sweeney: —would result in let's say—trying to extrapolate the figures—perhaps 200 graduates a year, say two, three or four years from now. Again, given the need in that area, that's not too many. Can anything else be done there? I understand there aren't too many other colleges in the province that are taking this kind of initiative. There are other initiatives and other ways but I can't really imagine that the need in the area, surveyed by Conestoga, is going to be met by graduates from other colleges because they each have their own area needs.

Hon. Miss Stephenson: Yes, but I think there is a very real possibility of some mobility because a number of community colleges are taking initiatives in this area and under the employer-sponsored training program. The metal machining trade is one we have been concentrating on.

Mr. Sweeney: Has there been any kind of a survey in other parts of the province along the lines Conestoga has done in this area?,

Hon, Miss Stephenson: I am not sure there's one that is entirely comparable but there have been several surveys done by community colleges in other areas.

Mr. Sweeney: Do we have, in your judgement, an accurate fix on the actual job openings?

Hon. Miss Stephenson: Province-wide?

Mr. Sweeney: Yes.

Hon. Miss Stephenson: At this point?

Mr. Sweeney: Yes.

Hon. Miss Stephenson: That will be available to us, probably, within the early months of 1980. Surveys were done by local colleges and by the Manpower commission. I think they are now almost complete. Their interim report has been sent to colleges within the last couple of weeks.

Mr. Sweeney: Will they have the credibility factor that I sense in the Conestoga one where they actually went out and talked to the employers person to person?

Hon. Miss Stephenson: Yes. That's precisely the kind of approach used in the survey which was conducted through the Manpower commission. That was carried out with the encouragement of the committee which was established after the skills for jobs conference. It was begun last July or August. Credibility it certainly should have, because the information has been supplied directly by employers.

Mr. Sweeney: I realize we are going a little bit into the future, but if it shows that other colleges are going to have enough to do to meet their own local needs, or relatively close to their local needs—and Conestoga and the area served by Conestoga College is not really going to be able to expect an influx of graduates from other colleges—would that be the necessary requirement for your ministry to put additional support into Conestoga to meet the clearly established local needs?

Hon. Miss Stephenson: One would consider that. However, one would also have to consider other moves which might be employed in order to meet the requirements which might not necessarily be entirely community-college-based but which would probably have a fairly strong community college

component in terms of the development of modular educational programs.

Mr. Sweeney: My understanding of the Conestoga program is that it is modular.

Hon. Miss Stephenson: It is primarily modular, yes.

Mr. Sweeney: It is operating at about five different levels of competency, and a student can phase himself or herself in and out, depending on the level of competency that he wants or that the job market requires.

Hon. Miss Stephenson: I was thinking specifically of other means of skilled training which would take place primarily in the work place, with perhaps work-place educational programs being carried out through modular educational programs which had been developed and transported from the college to the work place.

Mr. Sweeney: I think perhaps we are just going to have to watch that one.

Hon. Miss Stephenson: This is another survey which has been done—the five counties and the Industrial Training Council. This is in the Ottawa Valley, and it's quite a comprehensive survey which was just completed.

Mr. Sweeney: That particular area, the Ottawa Valley area, has a good co-ordination in the colleges, universities, school boards and the whole bit.

Hon. Miss Stephenson: In many areas, not all.

Mr. Sweeney: I was impressed when I spoke to some of those people. My interest in Conestoga is not parochial as I said yesterday. It's just that I happen to recognize a particularly good program meeting a very real need; were it anywhere else in the province, I would speak equally of it.

Hon. Miss Stephenson: One of the strong requests we have made of community colleges is that they examine their own priorities and their own programs and attempt to make the appropriate modifications to their priority which they are supposed to be serving. I think the colleges are sensitive to that kind of necessity.

Mr. Sweeney: While we are on that, can I ask for a reaction please, and let me give the source? This is an article written by Dr. Colvin, recently-relieved president of Fanshawe College, and obviously you will take his remarks from a certain point of view. I want you to react to this one statement. Basically his concern was—and I am sure he

has probably expressed it to you—with this whole question about the delicate balance between local autonomy and centralized direction. The point I tried to make is that I think we need both. I don't think we can go to one or the other extreme. Dr. Colvin seems to suggest that as far as the community colleges are concerned there is too much central direction.

Please react to this: "The reading we get from what we have seen is that the ministry and council,"—the Council of Regents is the reference here—"feel themselves obliged to anticipate the political climate and to prevent storms by keeping their options open. This is not educational. It is political. Over the years we have had too many seemingly-impulsive instructions to expand, to shrink or to terminate courses. We have spent too much time and involved too many people in determining titles, in getting approvals to combine or modify courses and programs." He goes on pretty much in the same vein.

To what extent is that a realistic view of what is happening between the ministry and the community colleges, with respect once again to this overall issue of the balance between local autonomy and centralized control?

Hon. Miss Stephenson: The role of the community college is, through whatever mechanisms it sees fit to establish, to assess the needs of the community it serves and attempts to develop courses in order to meet those needs. The Council of Regents must give approval to major changes, to the establishment of new courses, but that's not a very lengthy kind of procedure to my knowledge. It does require some documentation, and some presentation, but since it attempts not to be centralized and holds its monthly meetings at different community colleges, it provides the opportunity for eveball-to-eveball consultation on relatively short notice for that kind of a school.

I think there is a fairly reasonable balance in the community-college system between what might be called centralized authority and the delegation of authority to the local body. It seems to me the boards of governors of the colleges function very well in an independent mode in making their assessments and making their recommendations about the developments of courses and in supporting those.

Mr. Sweeney: In the final analysis, who makes the decision whether a course is initiated or a course is terminated in any community college? The final bottom line?

Hon. Miss Stephenson: At the final bottom line it is the Council of Regents. But the complaint I have heard from time to time is that those people, who don't believe there is enough centralized control, think the Council of Regents sometimes accepts rather freely and openly the recommendations of the administrators and boards of community colleges.

I guess as long as we are having complaints on both sides, the system is probably working reasonably well.

Mr. Sweeney: That's one way of looking at it.

What is the present liaison model, given the interface report, between secondary schools and community colleges? Let's say we are talking about a career-training joborientation program, which really has components in both; is there any specific model in place, or is this by-guess-and-by-golly?

Hon. Miss Stephenson: I wouldn't say there is one model. We are attempting at the present time to develop some models using concepts which appeared within the interface report and have been made and suggested as in response to the interface report.

At the present time there are a number of models around the province. You mentioned the Ottawa Valley which has a couple of interesting models as a matter of fact. There are some in which a rather loose association of friends or supporters of the community college has developed, and in which the secondary school system is very well represented. It provides an ongoing kind of consultation with the community college—particularly with the board of governors and the senior staff, the deans or chairman of departments.

There isn't a single model right at the moment, and some of them are obviously much more successful than others. But we are attempting at this point to develop some models which I hope will be useful. They are not going to be developed on a central basis, though. Primarily they will be developed on a geographic basis to try to ensure that there is a local or geographic or community relevance. However, I think there has to be some central association to ensure that there are provincial standards which are met.

Mr. Sweeney: You have led exactly into what I wanted to raise next. In March, 1978, your predecessors—as a matter of fact your two predecessors, Thomas Wells and Harry Parrott—released a policy proposal paper with the title of Affecting the Preparation and Transition of Ontario Students from Secondary Schools to Universities and Community

Colleges. It is the working paper dated March, 1978, which had four major sections to it: the first dealing with subject councils, the second achievement tests, the third admission tests at the colleges and universities, and the fourth, mandatory credits. Where is that now? The paper is right here; what has happened to it?

Hon. Miss Stephenson: There has not been a very rapid proliferation of the purpose of subject councils throughout the province, and this is one of the areas we are developing some models for. In terms of achievement testing, the assessment instrument pool has some very real potential for that which will be field tested this year.

[3:30]

Admission testing, at the university level specifically, is something in which the university affairs division is involved—in ongoing consultation with the Council of Ontario Univertities—and we also had some discussions with individual universities.

We have just completed an examination—well, not totally completed—of some recommendations from the Council of Regents related to admission policies at the community college level, which have implications for this as well. The final one was mandatory credits. That is a matter which has been under discussion within the ministry, specifically as a result of the rather wide-ranging examination of matters which I have alluded to before.

Mr. Sweeney: Will there be a ministry "final" document in response to this? First of all you had the interface report, then you put this one out as one of the responses to it and asked for the reaction to that. Now what are we going to end up with? You have explained bits and pieces of things that are going on, but I tend to be a little more organized than that. If I were in your chair I wouldn't be too happy with the fact that there are so many strings out all over the place. Somebody has got to pull them all in and—

Hon. Miss Stephenson: I would not say there will be a specific reaction to that paper, singularly. I believe at this point—and I may have trouble carrying it through—that these are important components of the document which will be produced, and which will address some other matters as well.

Mr. Sweeney: Will it be, in effect, stunning, in so far as it is ever possible to say so?

Hon. Miss Stephenson: I have never yet found anything that was a final statement to anything in education.

Mr. Sweeney: Will you come up with a statement saying we had interface, we had these proposals, now here is what we are going to say, and at least for the next five years here is the way we are going to behave?

Hon. Miss Stephenson: That kind of reference will be made, yes.

Mr. Sweeney: One last question with respect to the liaison. I noticed in your opening remarks you made reference to that advance-training credit. Will it not be almost required that you have some kind of liaison between the secondary school and the community college to make that work? Can it work without it?

Hon. Miss Stephenson: Yes, it is functioning right now.

Mr. Sweeney: But if it is functioning in the first year or second year, it hasn't yet reached the point where the community college is going to have to dovetail into it. It's that dovetailing that I am looking for; whether it is in the interest of the students—

Hon. Miss Stephenson: The dovetailing is taking place in terms of the consultative mechanism that has gone on in the development of the program, and will continue.

Mr. Sweeney: You probably will recall that one of the driving forces behind the interface study in the first place was the number of students who felt they fell between the chairs. On the one hand the secondary school said, "This is what we believe we should do," and on the other hand the post-secondary said, "This is what we think we should do." I have said this before, but unfortunately it is the student that has to bridge them. It is not the faculty in either case.

If the program, as I understand you to describe it, has any chance of working, and if there is going to be a post-secondary component to that program, then there has to be better dovetailing than simply allowing each segment of the system to do what it pleases.

Mr. Adams: Mr. Sweeney, we have a section within the manpower training branch that was established just to provide this coordination between, first, to acquaint the secondary schools with the new program and to assist them in implementing it, and then to provide that co-ordination between the secondary school and the local college to create the bridging effect you mentioned there.

Hon. Miss Stephenson: On an ongoing basis.

Mr. Adams: The plan is that when a person has finished his secondary school training under this program, he will have essentially completed the first unit and would receive due credit for that at the community college.

Mr. Sweeney: So at this point it is primarily the acceptance of the college where they will recognize that credit?

Mr. Adams: That is what we are working towards.

Mr. Sweeney: But it does not necessarily imply that the college has some significant say in the content of that credit?

Mr. Adams: It depends upon the stream that the graduate elects to go. If the graduate should go into a formal apprenticeship training, then we can prescribe precisely what is allowed that person and they may be excused, for instance, from their first inschool training period or their second inschool training period.

If they go into one of the CAAT technology programs, that is a matter of co-ordination between ourselves and the community college.

Hon. Miss Stephenson: I have neglected to mention, I think, one of the most important co-ordinating activities which has occurred. That is the development of the community industrial training councils. The CITCs have brought together representatives of the secondary system and community college system—in some places the university system as well—with members of the industrial community in order to achieve the kinds of goals we should have in the area of skills training specifically. That is a manifestation of the kind of co-ordination we see as relatively ideal.

Mr. Sweeney: I keep coming back to this one theme, local versus central. Given the fairly high degree of mobility of students, what is the centralizing effect there? If I understand correctly what you described, that is purely local, so what would be suitable in one locality may not be suitable in another. Is there an overall co-ordinating mechanism there?

Hon. Miss Stephenson: It depends upon the route of training which is to be pursued by the student. For example, consider the three councils that have been established by specific associations of manufacturers. They are not councils really, but they relate to community industrial training councils. The program, which is developed by that group of manufacturers, would be one which would be useful in a number of areas in the province and in a number of trades related to the actual manufacturing process to be conducted.

Mr. Sweeney: What are the criteria for deciding the sharing of the pot between colleges and universities? I am sure you've heard, as I have, of the number of colleges who feel they are not getting a fair share of the pot, given their enrolment growth on the one hand and their funding growth on the other.

There has got to be some measuring stick there. What do you base your decisions on?

Hon. Miss Stephenson: A formula was developed last year, and that formula is again somewhat complex. It is one which recognizes the changes in the enrolment, the changes in the requirements of community colleges, and the changes within the universities. It provides for a mechanism whereby the allocation can be more equitably made on the basis of those changes.

Mr. Sweeney: Is that a process in transition or is it somewhat fixed?

Hon. Miss Stephenson: No, it is a process in position at the moment. Are you suggesting there may be modifications of factors or something of that nature?

Mr. Sweeney: It seems to me just in the last couple of years we have been faced with what would appear to be a fairly significant shift between enrolment at the universities rather than enrolment at the colleges. It is on the basis of that shift that I understand what college people are saying about not getting a fair share. As another year or two goes on, you are going to be able to firm up the factors involved in that.

Hon. Miss Stephenson: The formula is such that that kind of complaint will be reduced almost annually.

Mr. Sweeney: While we are talking of sharing, could either you or one of your officials explain to me the rather wide spread between the average grant for a full-time student between the colleges? Let me just quote two that happen to be sitting side by side in this chart I have in front of me.

The first one is George Brown College with a full-time enrolment of 6,700 rounded, and Humber College with a full-time enrolment of 7,800—about a thousand difference. Yet the average grant for a full-time student at George Brown is just a dollar short of \$5,000, \$4,999. The average grant for Humber is \$3,200. That is about an \$1,800 spread for two institutions whose enrolment is at least comparable. There has got to be reasons for that, Could you help me understand it?

Mr. Adams: The Council of Regents would be four years ago now. I recognize there was an inequity in the funding levels of the colleges and they established a participative committee of college presidents, college boards of governors, ministry staff and Council of Regents members themselves who reviewed this whole matter extensively. They have identified where equity lay, and last year we took the first step towards moving to the equity position. This year would see a second step towards that.

It is a phased thing. To leap into it would be very disruptive and it would have hacked quite heavily on some colleges. We don't want to imbalance the situation, but we are doing it on a participative basis, moving towards that recognized equity position.

Mr. Sweeney: The figures I am quoting are dated March 1979. So you are telling me the first shift was this school year, and there will be a second shift next school year?

Mr. Adams: That is correct.

Mr. Sweeney: So two years down the line, this will be brought more in-

Mr. Adams: We will get closer and closer to true equities.

Mr. Sweeney: What caused this? The spread just seems to be so great. There had to be some reason more than this accident.

Mr. Adams: The roots lie in the startup of this college system which truly exploded in 1966, 1967, 1968 and in some places there was a very rapid growth that tended to flow a heavy amount of funds to a place.

Also, there were northern allowances and allowances for small colleges and so on. After a number of years it was apparent to everybody there was a disproportionate flow of funds that needed to be rationalized, and that was when the Council of Regents stepped in with their study.

Mr. Sweeney: You might notice, Mr. Adams, that I deliberately avoided comparing small with large or northern with southern. I picked two that are relatively in the same geographical area. Okay, as long as it is under way we can deal with that.

Hon. Miss Stephenson: I think one of the other factors recognized was the weight of certain college activities—the courses provided by some colleges in much larger proportions than in others. Some courses are relatively less costly to provide and some colleges were providing courses to very large numbers of students which were relatively expensive, such as Canadore's helicopter course.

Mr. Sweeney: No comment.

Hon. Miss Stephenson: Great course. All their graduates are employed. We simply can't keep up with it.

Mr. Leluk: Can't keep up with the need.

Hon. Miss Stephenson: Very few of them are employed within Ontario. Most of them were in the other provinces.

[3:45]

Mr. Sweeney: Let us move on. You made extensive reference to northern initiatives in the university section of your comments. You will recall I recognized those and was pleased to see them. I don't recall anything similar with respect to the colleges. Did I miss something? Or are there northern initiatives going on with respect to the colleges as there are with the universities?

Hon. Miss Stephenson: Yes.

Mr. Sweeney: Can you give me an example?

Hon. Miss Stephenson: The outreach programs at the colleges in the north I think have been significant. Certainly the multiple campus activity in many of the northern colleges I think is of great importance to the north. There are some proposals coming forward right now in terms of specific northern initiatives in support of native education which are of great importance. But they're not finalized yet.

Mr. Sweeney: It would seem to me, given the nature of the environment and the job opportunities in the north—and I want to say this verv carefully—that the opportunities presented by the colleges in some ways might be even more important than those from universities. Therefore, while it is important to have that special recognition of northern needs in the universities, I would go so far as to say it's even more important in the colleges because of what is available therefor people to do and the kinds of requirements they need to have to be able to participate.

Hon. Miss Stephenson: Confederation is one of the colleges which has made extensive moves in the area of improving the college programs available, particularly remote from campus and for specific kinds of skills and training which are especially useful in that area.

Mind you, Confederation is not alone in that area. Northern has done it. Cambrian is doing it. Sault College is doing it.

Mr. Sweeney: I was impressed by a couple of things going on at Sault College when I visited them a little while back. An issue that has arisen from time to time—and I'm never quite sure how to deal with it—is that situation which occurs when Manpower asks that a program be set up and purchases all of the so-called places. I suspect my community is not different from any others and that people

get very upset when they apply for a certain program being offered. They go in and they are told they can't be accommodated.

Is there some way the ministry and the college and Manpower can resolve that impasse?

Hon. Miss Stephenson: Yes. We have made a commitment to reserve 10 per cent of such places for local students, not necessarily under a Manpower program.

Mr. Sweeney: And that is going to be the so-called guideline from now on, is it?

Hon. Miss Stephenson: Yes.

Mr. Sweeney: Okay. That's better than the present situation is. It's very difficult to explain to people.

Hon. Miss Stephenson: There were a couple of very disturbing incidents last year.

Mr. Sweeney: It's very difficult to explain how that can be. When someone is looking for an opening like that they really don't care whether it is federal or provincial or municipal or what it is, All they want to do is have a chance to get in, the same as anyone else.

There has been considerable discussion lately, over the last year and a half, about the perceived deficiency in nurses' training with respect to the clinical aspect. There seems to be a tug of war going on between the one faction that says what's being done in the college is enough—I guess in most cases they are the trainers—and the potential employer who is saying it isn't enough.

Where is that tug of war at the present time and how is it eventually going to be resolved?

Hon. Miss Stephenson: Recognizing there was less than total consensus on the basis of the reports submitted, we appointed the minister's committee to examine this. The representatives on that committee were representatives of the nursing profession, nursing teachers, the College of Nurses, the employers of nurses and representatives of the institutions as well. As a result of that activity, they examined all the information which had been gathered in the study and the responses to the study, and they have produced a report which has been agreed to by every single member of the committee, no matter what their disparate backgrounds. Those recommendations are before the Council of Regents now, and within a very short while we will be making a decision on the recommendations in order to ensure that whatever modifications are made are made in time for the colleges to know exactly what the situation will be.

No matter what the recommendations are, they will not affect those students presently enrolled in nursing courses at community colleges because they entered the courses on the basis of their knowledge of the current courses; we really couldn't disrupt them in midstream. Whatever modifications are made will come into effect for the group enrolling, probably, in September 1980.

Mr. Sweeney: There has been a considerable concern expressed by community college students about the growing problem of ancillary fees. Apparently there is a wide discrepancy from college to college. I recall some reference in the Ross report to that very point. If I can remember the words, it said something to the effect that the fee seems to be based on something other than the actual cost of the service, which was interpreted by many-and I don't know how else you could interpret it-to mean it's a fund-raising mechanism by some of the community colleges. The fees for some of those services, whether they are for materials or for co-op programs or whatever, range fairly high-\$50, \$60 to \$100. One student who happened to get caught with three of those fees could be paying an additional couple of hundred dollars.

Where is the ministry at the moment with respect to the continuing validity of such fees and the discrepancy from college to college in the amount of the fees, which are for essentially the same service?

Hon. Miss Stephenson: We have made a careful examination of this problem, because it has been raised, and we have examined very carefully those fees which have been construed as ancillary. We will probably be making some recommendations about that at the time we make any statement at all about student fees.

Mr. Sweeney: This year?

Hon. Miss Stephenson: Yes. I should say I would not consider the fee for the purchase of an instrument or a piece of equipment which an individual will be using in his or her professional activities after graduation an ancillary fee.

Mr. Sweeney: Such as a dental student might pay, for example, in the university system?

Hon. Miss Stephenson: Yes.

Mr. Sweeney: I don't think they are quibbling over that. When you talk about material fees, for example, if you have a student in a graphic arts program at one college paying a fee of \$30 and a student in a similar program in another college paying \$80, I don't know how you would justify that. They both end up with the same diploma—or whatever

they end up with. That's the sort of thing, I understand, they're complaining about.

Hon. Miss Stephenson: That's what we're addressing.

Mr. Sweeney: What they call the administration fee for the co-op program has some great discrepancies. That's one that seems to be growing almost every year.

Hon, Miss Stephenson: As co-op programs

Mr. Sweeney: But the fee per student shouldn't necessarily grow as dramatically; for example, one went from \$100 to \$150. If you've got more students—

Hon. Miss Stephenson: It should be less.

Mr. Sweeney: It should be less. Economy scale should come in there, but it isn't. I think it is these kinds of things that are causing the students to come out and say, "Hey, what's going on? We think we are being had." One student group said colleges quite clearly told them it is a question of the sources of money. "We have to go out and live off the land"—I think that was the expression—"because we are not getting the money we need from the traditional sources."

Hon. Miss Stephenson: Yesterday you were asking about a course—I think you were concerned about an apprenticeship course in which everyone failed?

Mr. Sweeney: The stationary engineering. That is two points down. If you want to deal with it now, go ahead.

Hon. Miss Stephenson: No, it is all right. It iust struck me.

Mr. Chairman: Five minutes left, Mr. Sweeney.

Mr. Sweeney: Okay, let's move on quickly. What is the present status with students on the board of governors of community colleges?

Hon. Miss Stephenson: The present status?

Mr. Sweeney: Any change? Is it in discussion stages? Has it dropped? Where is it at?

Hon. Miss Stephenson: It is back before the Council of Regents, at my direction.

Mr. Sweeney: You will remember the council recommended—I think it was two years ago—that they be allowed on. That recommendation was not followed. So having it back before the council is—

Hon. Miss Stephenson: I am aware of that. In the light of new information and new concerns that have been expressed.

Mr. Sweeney: Let me ask the inevitable follow-up question. If council recommends it again, will their recommendation be accepted?,

Hon. Miss Stephenson: I shall certainly look at it sympathetically.

Mr. Sweeney: We will watch it. I think once again I should point out it is very difficult to try to explain to students who are looking for some rationale why their colleagues in the universities get represented and they don't.

I heard the reasons the same as you have but they really don't hold water. In whatever decision you make, if we want to continue to express the view that an education at a community college is every bit as valid, every bit as life meaningful as at a university, then this is one of the signs students take. If it is, they want to know: "How come we are second-class citizens in terms of participating in the decision-making?" It is awfully hard to justify that.

Hon. Miss Stephenson: I would remind you that students do not participate on all boards of governors, or all governing bodies, at the universities in the province.

Mr. Sweenev: At how many would they not, to your knowledge?

Hon. Miss Stephenson: One for sure. I can't give you the number but it is not—

Mr. Sweeney: One out of 15 is not bad.

Hon. Miss Stephenson: It is not total.

Mr. Sweeney: That's stretching the argument. What I am really trying to suggest to you is that there is a genuine perception among the students that they are second-class citizens. Try as I might, I can't find any reason for it. We are trying to say we are preparing intelligent, thinking, rational people. Let us deal that way too.

The question of the stationary engineers and the examinations and the course content—

Mr. Philip: I wonder, Mr. Sweeney, since I have some additional information I was going to use that—I'd be happy to allow you a supplementary.

Mr. Sweeney: I don't care where the information comes from as long as the issue is dealt with

Mr. Philip: I believe the ministry has a report to give me on it. I would be happy to let you have a couple of supplementaries.

Mr. Sweeney: I have only one question. What has happened on the instance we brought forward a year ago? I understood from your question vesterday, Mr. Philip, it is still continuing. I had simply assumed, as a result of that debacle, that it would have been patched and patched quickly. It is the entire issue. I just want to raise the issue

and get a response to it. Let's conclude on that.

Mr. Chairman: Mr. Philip, would you mind if we take a five-minute break and come back to pursue this question? It has been a fairly long afternoon.

[4:00]

The committee recessed at 4:00 p.m. and resumed at 4:05 p.m.

On resumption:

Mr. Philip: There are a couple of other matters I wanted to bring up. Maybe we could deal with those first and get them out of the way and then deal with this which perhaps will take a little bit longer.

I understand the minister appointed a committee to look into the practical component of diploma nursing. The committee prepared a report which I believe met with her deadline. One of the recommendations was that she make her views known by November 1, because the schools of nursing must get ready for their September curriculum and so forth.

As I understand it, Jocelyn Hezekiah, the president of the Registered Nurses' Association of Ontario wrote to the minister some time ago expressing concern of the professional nurses' association; and Helen Best, who's president of the nursing teachers' wrote a letter more recently expressing concern. I understand neither have yet received a reply. I can appreciate you haven't had an opportunity to reply to Miss Best.

Hon, Miss Stephenson: Jocelyn Hezekiah. Mr. Philip: She did receive a reply?

Hon. Miss Stephenson: She should have because it was sent to her.

Mr. Philip: Maybe you could share with the committee or with me—when is it you're going to make your position known?

Hon. Miss Stephenson: I would anticipate within the next week.

Mr. Philip: So they will have it before Christmas.

Hon. Miss Stephenson: Yes.

Mr. Philip: Will you be able to make that public to the Legislature as well or what's the process?

Hon. Miss Stephenson: Yes, I think the consultation which must occur with the colleges will occur first and then we'll make it available to the Legislature.

Mr. Philip: Regionally, as I understand it, you would suggest a six month add-on kind of internship. I gather the committee report accepted the idea of more—I hate to call it

practice nursing—but more practical clinical experience. Can you give us any indication now of what the thrust of your policy will be when you announce it?

Hon. Miss Stephenson: No, I don't think I could do that at this time but I think I can tell you that—

Mr. Philip: I'm not asking you for the details; I'm just asking for some of the basic policies.

Hon. Miss Stephenson: —the committee accepted certain recommendations which had been made regarding an extension of clinical experience time and accepted as well some modification of time-tabling within the course itself in order to enhance the clinical experience provided within the course.

Mr. Philip: You find this to be an acceptable proposal?

Hon. Miss Stephenson: Looks like a very reasonable proposal,

Mr. Philip: Fine, I appreciate the information from the minister because there are a number of people from the various community colleges who have been anxious about that.

Hon. Miss Stephenson: It will be available to them very shortly.

Mr. Philip: I look forward to reading it. The other matter I wanted to deal with was the matter of Bill 19. I have a very selfish reason; namely, I have to worry about scheduling of the justice committee. The minister had assured the committee that she was first of all having her staff monitor the hearings on Bill 19 and they were preparing some reports or summaries for her. Also she was attempting to draw together some definitions of goals and objectives of the educational system in the province, but wasn't quite sure when that exercise would be completed.

The committee must make a decision as to where it goes on Bill 19, whether we do intend to report it back to the House, and I am wondering what your intention is on this. Are you planning to ask the committee to meet with you—of presenting a summary of some of the key ideas you have obtained from the hearings into Bill 19?

Hon. Miss Stephenson: I am not at all sure that my perusal of the briefs and the summaries would lead me to believe there should be any modification of Bill 19 as it is presently written. The goals and objectives of the educational system will most certainly be available to you in printed form probably by the beginning of next week.

I have grave concern that any piece of legislation should contain a preamble as lengthy and as comprehensive as that will be. Particularly, I doubt that it would be appropriate for Bill 19, but I shall most certainly make it available to you so that the committee may look at it.

Mr. Philip: What you are saying is you will provide to the committee by next week some definitions of goals and objectives, but you will not provide what amounts to a précis of the key ideas of the various briefs that were presented to the committee?

Hon. Miss Stephenson: My concern with the Bill 19 hearings was that we should be looking at the function the bill was designed to serve, which was the integration of the two ministries. There were many interesting ideas, many interesting concepts which came out of the hearings. They will most certainly play a part in all of our deliberations related to the educational systems, both elementary, secondary and post-secondary. But they do not play a key part in the examination of Bill 19 as it is presently written.

Mr. Cooke: What are your plans for the bill? You said you were willing to present something to Mr. Philip as chairman of the committee.

Hon. Miss Stephenson: I am willing—at your request, if I may remind you. Your request was that you were unwilling to consider going on Bill 19 until I presented to you a preamble which would outline the goals and objectives of education.

Mr. Cooke: There were a number of other things we asked for. To remind you of a couple, we expected to get some kind of response on some of the issues that were raised, such as Ryerson, such as tuition, such as a strategy on accessibility.

Hon. Miss Stephenson: I told you yester-day that a study is proposed regarding post-secondary accessibility. I have informed you there will be information about tuition at the time the funding information is provided, which will be in the not too distant future. I think I also told you the Ryerson decision will be available within a week or 10 days.

Mr. Cooke: Are you going to meet with the justice committee on Bill 19 before we adjourn or are we going to let the bill die?

Hon. Miss Stephenson: That's up to you.

Mr. Cooke: I am not on the justice committee.

Hon. Miss Stephenson: It is up to the chairman.

Mr. Cooke: It was my understanding you were going to communicate to the chairman of the committee when you were ready.

Hon. Miss Stephenson: Yes, and I have just told the chairman that the goals and objectives, which was requested of me, will be supplied to the chairman. Then he will make a decision because he is in charge of the committee. I am not.

Mr. Philip: I am in charge of the committee in as much as I am at the committee's disposal—but I won't disagree.

Mr. Grande: He is quite right, Mr. Chairman, isn't he?

Mr. Chairman: He certainly is.

Mr. Philip: The major problem many of the members had with the committee and the objections or the concerns the people who appeared before the committee had when they discovered that the government House leader was not going to introduce the necessary motion to allow the committee to report, was that they weren't quite sure exactly what the committee had heard in terms of the presentations or, indeed, what the minister had heard.

[4:15]

I think I expressed to you my concern that, if the government, for whatever reason, decided it didn't wish the committee to present a report, at the very least we should have a report from the ministry on the key ideas that had been presented so that at least something could be there which those who had taken the trouble to make presentations to the committee could look at and so that we could measure the ministry's performance in the light of the hearings we had had.

I heard you saying part of that is there. You have at least tried to meet one of my and the Education ministry's continuing concerns about this lack of any kind of goal or objective which we could examine from time to time. But you are not going to meet the other part of what I consider, and what I think the public considers, to be necessary.

Hon. Miss Stephenson: As I think I expressed fairly clearly to the committee, we were and are in the process of developing a very important document related to education in this province, a comprehensive document which I had hoped we would have had ready by December. I will express to Mr. Grande again my concern about dates and outlining parameters of time. Actually it was Mr. Cooke who raised it last time. It is not ready at this point.

Mr. Grande: You have a perfect memory so far.

Hon, Miss Stephenson: I have too good a memory; that is one of the problems, I warn you. It is not ready at this time. I doubt it will be ready before Christmas. It would have provided for the committee a mechanism for examination and reaction which probably would be entirely appropriate in the light of the hearings, but it is not going to be available to the committee before Christmas.

Mr. Philip: That is useful information and information which I will provide to the committee. I will provide them with a transcript of this session and we can make our decisions accordingly.

Will you then be free towards the end of next week or the beginning of the following week and have the goals and objectives?

Hon. Miss Stephenson: I will be about as free as you are going to be; however, I will make the documents available to you at the first of next week.

Mr. Philip: Fine. On the matter of the stationary engineers, I raised the issue vesterday concerning one small part of the problem, namely the concern of students at Humber College that although up until this time they had always had an examination from a central body, at least the ministry went out and conducted those exams in the classroom at Humber College. These people give up a considerable amount of money in order to go out on Saturdays, they miss overtime and other things, and now they are being asked to give up further income by going downtown. The ministry seems to feel it is a nineto-five operation and, therefore, it wants 23 or 24 students, whatever number is in the class, to go downtown and take an exam. I wonder if we could deal with that specific issue first and then some of the other issues I raised about the way in which the exams are set and so on.

Hon. Miss Stephenson: I can relieve your mind about the Saturday morning examinations at Humber. As a result of the new complement which was granted to us and the resulting increase in staff, we are going to be able to continue Saturday morning examinations at Humber,

Mr. Philip: The exams will be conducted at Humber indefinitely?

Hon. Miss Stephenson: Yes.

Mr. Philip: Great. That will be a great consolation to many of them.

Hon. Miss Stephenson: As far as the examinations for the trade of stationary engineer are concerned, there were, as you know, new training profiles and new examinations for stationary engineering introduced in September and October of 1978. Some colleges, at that time, expressed anxiety about specific subject areas where there seemed to be high

failure rates on the examination. There were some who were drawing conclusions from a pretty narrow sample of the results. In fact, a charge was made that the new examinations didn't relate to the objectives of the curriculum, but an analysis was done of the first 748 examinations written by college candidates, ranging from fourth to first class and the overall pass rate was 79.3 per cent, which is reasonably good. Because of the concerns that were expressed, the ministry decided to conduct an independent review of those examinations which were cited as being controversial. Four chief stationary engineers, holding senior positions in industry, agreed to make an independent review and it was agreed that college representatives would attend the review sessions as monitors, to attest to the objectivity and impartiality of the proceedings.

I am going to be providing to you today a copy of the report which is dated February 22, 1979, which was made by the review group. All the representatives stated that they found the exercise to be completely objective, thorough and impartial and that the curriculum and the examinations related very well. Only one examination was found to require revision and that was examination B-634 and it was replaced. Those examinations were re-marked, with the nine questions which were judged to be unfair excluded. The candidates were marked on the remaining 31 questions, all of which were judged to be fair by the independent review group.

The report, I think, gives strong testimony to the general fairness and appropriateness of the examinations. The fact that only nine out of 40 questions and only one examination were found to be unfair suggested that the new program, both from a teaching-learning position and from an examining point of view, had made a pretty good start.

I am also going to provide you with a copy of correspondence from our examination administrator to one of the staff at Humber College which is dated December 7, 1978, which will I think shed some further light on the subject. On the matter of teacher access to examinations, we don't permit the teachers to have access to the examinations for a number of reasons. We really don't want any of the instructors to teach specifically to the examination, rather than to cover the courses in the appropriate way which gives the breadth of instruction which we feel every student should have. Unfortunately, as you are aware, when teachers tend to teach to an examination, it usually is for a rather selfish purpose. Instead of really

being concerned about the education of the student, he's usually concerned about whether his students are going to have a high success rate which reflects positively upon the teacher.

The examination is a sampling, not a complete coverage of the course, and the instructor is expected to teach the entire course, based upon the documents provided to him or to her by the ministry. The documents are the course outline, the terminal objective, that is the achievements that are expected at the end of the training, and the recommended texts where those were appropriate.

Mr. Philip: I wonder if I can ask some questions on that. Are the majority of the instructors full-time or part-time in these programs in the various community colleges?

Hon. Miss Stephenson: They vary. I don't know. Is the majority full-time or is the majority part-time? I don't know that you can say that because I think it differs from college to college.

Mr. Philip: Let me ask it in another way then. Is it not true that a large proportion of the teachers would be operating their trade in industry?

Hon. Miss Stephenson: Yes.

Mr. Philip: Would it not, therefore, make sense since these people are on the practical operating line, that they be the one or ones to set the exam? In other words, the committee, made up of community college teachers teaching the program should, in fact, set the exam?

Hon. Miss Stephenson: Instructors from the colleges were involved, along with the stationary engineers from industry, in the development of the new examinations. They were involved.

Mr. Philip: Some of the community college teachers I have talked to somehow don't seem to feel that there's that practical input into the exams. I am just wondering how they have that feeling if they are involved.

Hon. Miss Stephenson: The stationary engineers from industry along with instructors were responsible for establishing the examinations. So they should, I would think, be a reasonable, practical component within them.

Mr. Philip: Stationary engineering is not exactly one of my backgrounds or something I have all that much familiarity with. I have trouble enough keeping my furnace going in my own house without getting much more complicated about the whole thing than that.

Hon. Miss Stephenson: Can I suggest you switch to gas?

Mr. Philip: We did switch to gas and, as a matter of fact, the gas main has just broken outside my house at the moment.

Is there a professional association of stationary engineers here in this province the same way as there are other organizations?

Hon, Miss Stephenson: Yes.

Mr. Philip: Why would they not be given the responsibility of setting the exams directly, the way other professional organizations set exams?

Hon. Miss Stephenson: They are involved in the setting of the examinations as well. The Stationary Engineers Association members are those who are actively participating or did actively participate in setting the exams. That is important.

Mr. Philip: Because it is provincial certification the professional association should not be the only certifying body, is that what you are saying?

Hon. Miss Stephenson: It is specifically involved, but they have not been. If you are thinking for example of examinations in nursing, the college of nurses, which has a legislated, delegated authority to do this, is given that authority as well as it is in architecture and in chartered accountancy and that sort of thing. Where there is a legislated, delegated authority.

Mr. Philip: You don't feel this body should be given that kind of legislated, delegated authority at this time?

Hon. Miss Stephenson: It is not there at the present time.

Mr. Philip: That's what I am trying to get at then. There is no concrete body you can say is the professional body that could be given that kind of authority at the present time?

Hon. Miss Stephenson: There is a concrete body, yes. Under the legislation at the present time, it would, I think, be inappropriate to delegate that entirely to that body, since the instructors and others, we feel, play an important part in the establishment of appropriate examinations.

Mr. Philip: Why does this profession then distinguish itself in your mind from one of the other professions that have complete authority over the legislated authority in the setting of their exams?

Hon. Miss Stephenson: It is on the basis of professional acts which have been legislated within the parliament of this province.

Mr. Philip: So there is nothing that prevents you from moving in the direction of

giving them the same power as the College of Nurses.

Hon, Miss Stephenson: I wonder if Mr. Davy could provide you with some background about this.

Mr. Davy: Yes, Mr. Chairman. The Institute of Power Engineers consists largely of first class engineers. They are often in a management position rather than in a handson position. That is one of the reasons why they wouldn't normally have that responsibility.

Over and above that, the act under which we operate is the Operating Engineers Act controlled by Consumer and Commercial Relations. They have a board of review which advises on training. We take our advice from that board of review, made up of engineers headed up by Dr. Lord.

Mr. Philip: Why has this particular program run into such unusual kinds of press? I read in the Globe and Mail of May 5 that in a letter to George Brown College the ministry has ordered instructors not to reveal marks because the students only need to know whether they passed or failed.

Hon, Miss Stephenson: That has been changed.

Mr. Philip: They now reveal the marks? Hon. Miss Stephenson: That had been the policy.

Mr. Philip: The power of the press.

Hon. Miss Stephenson: No, it has been a traditional policy to protect the students, but on examination when this came forward it was decided it would be appropriate—indeed it would be helpful to the students—for them and their instructors to know the marks.

Mr. Philip: From a management point of view I think it would be useful for me to know what a student's marks were, as one of the considerations in hiring, if I am weighing a number of other qualities in deciding which out of three or four applicants I might hire. I think the pressure might come from industry rather than from the students.

Hon. Miss Stephenson: It came, in fact, from the students.

Mr. Philip: One last question, I gather there is a problem in terms of delivering marks to the students. I have a story from another newspaper that says: "The Ontario government program to train stationary engineers in northwestern Ontario is running into delays of two or more weeks marking exams because the government office in the area can't afford postage stamps.

"According to George Arnett, one of a dozen employees of the Ontario Minnesota Pulp and Paper Company in Fort Frances, who are in the program, it takes six to eight weeks for the trainees to get question forms and another one or two months for the marks to come back in the mail. In the meantime, the training program, which is run by the industrial training branch of the Ministry of Colleges and Universities, is delayed and men are losing wages, which are based on their level of advancement."

Apparently there is a \$50 allotment for postage and when that runs out people don't get their marks mailed back to them. I am wondering whether that kind of problem, at least in terms of getting marks back out to people, has been solved.

Hon. Miss Stephenson: Would Mr. Davy like to respond to that?

Mr. Davy: Mr. Chairman, that situation did arise about a year ago. It was an unfortunate circumstance that has been overcome and no longer applies.

Mr. Philip: There seem to be an awful lot of unfortunate circumstances with this program. I am glad the minister has responded to at least the exam problem. Hopefully, there will be more input from the teachers into the setting of exams and we will get fewer complaints from students and teachers about it.

Mr. Cooke: Mr. Chairman, I want to spend a couple of minutes going over the table the minister provided us with, comparing the percentage or the participation rate of various income groups. I don't want to spend a lot of time on it, but I do want to point out that when you add certain statistics together on this particular table—I think it's fair to say the minister has said 55 per cent, or the \$14,000 and under, going by 1976 statistics, would represent your middle and low income families.

Hon. Miss Stephenson: Yes.

Mr. Cooke: The statistics the minister uses for middle and high income could be added together to include your high income families. That then puts the statistics for high income families to 44.5 per cent.

Those statistics compare very favourably to the ones produced by the 1961 Dominion Bureau of Statistics. It shows we have really made no progress at all, if you want to use that definition. I think it is a fair definition. If you are talking \$14,000 in 1976, that's really about \$17,000 or \$18,000 now. The high income was defined in this study as what?

Hon. Miss Stephenson: As \$25,000 and over.

Mr. Cooke: Middle income was \$18,000? Hon. Miss Stephenson: No, \$14,000 to \$25,000.

Mr. Cooke: So we could raise the \$14,000 now to \$18,000 and to \$30,000. I think that's a fair statistic to use.

Hon. Miss Stephenson: What levels are you talking about in 1961?

Mr. Cooke: I'm basically not looking at incomes as much as professions in 1961. Children from professional and managerial families take up 46.8 per cent of the arts and science places, 52.7 per cent of law, and 51.7 per cent of medicine. Skilled tradesmen and labourers' children took up 15.9 per cent of arts and science, 13.8 per cent of law, and 16.1 per cent of medicine.

These statistics are helpful, but are not as good as I think you would like to view them. I don't think there has really been that much of a movement since 1961. Do you disagree?

Hon. Miss Stephenson: No. I can't argue with it because I don't know what the income levels you're talking about are, and the comparisons are made on the basis of divisions of university education rather than university education totally.

Mr. Cooke: I want to raise a couple of specific concerns. One case brought to my attention the other day happens to be from Windsor, but I think it's a problem that

exists in other places.

The individual's name is Andrew Breschuk He attended St. Clair College in the Manpower Upgrading Program and he presently works for the city of Windsor. The main reason he went back to school was to get his grade nine through 12 in order to apply for a promotion with the city of Windsor. He took the upgrading course and got his certificate; his marks were quite good. At the bottom of the form of St. Clair College it says: "Level 3 diploma granted, yes."

He took this to the city of Windsor, in his application for a promotion, and they said, "You'll have to take it over to the board of education." He went to the board of education people to get them to recognize it and they said: "There's no way that we'll recognize this program. We can't recognize your grade 12 from St. Clair College." He can't get the promotion at the city of Windsor.

I don't understand that. I spoke to the individual responsible for continuing education at the Windsor Board of Education and he said they have these problems all the time. In the last few months they've had four or five individuals take the upgrading

program at St. Clair College, get this form which indicates they have this diploma which you'd assume means they have their graduation certificate or comparable certificate—and the board of education wouldn't recognize it.

Mr. Adams: Mr. Chairman, the college can only credit courses taken within the college itself. The policy has always been that a college cannot give a secondary school graduation diploma. A college cannot confer that.

Mr. Cooke: I realize they can't give the diploma.

Mr. Adams: That is correct. If the employer chooses to regard the college training as the equivalent, that's at the option of the employer. Certainly the college cannot legislate or prescribe that this is the equivalent of a secondary school graduation diploma. Some colleges were lapsing into that and they were corrected about a year and a half ago. They were reminded of our policy.

Mr. Cooke: This individual assumed the program was such that he would have the equivalent—I realize that he wouldn't get his secondary school graduation diploma for grade 12—and that it would then be recognized by the board of education.

Here we have two bodies in the city of Windsor, and other cities too, offering the same types of programs and one does not recognize the others; it's funded by the same government, and basically by the same

ministry.

This diploma or certificate—and I can show it to you—is extremely misleading. A student was misled into thinking he could go through St. Clair College and get it. It says right here: "Level 3 diploma granted. Level 4 diploma granted." That's what it says on the St. Clair College transcript. It should be made very clear to students when they go to these college programs that really what they're leading up to is further education at the college. That's what it really boils down to. I didn't realize that until I did some investigating on this case,

Mr. Adams: That's what we did. We reminded them a year and a half ago that there was not to be any fuzziness about this whole thing. This gentleman finished a couple of years ago, just before this clarification came in?

Mr. Cooke: No, he just got this.

Mr. Adams: Just recently?

Mr. Cooke: Yes, and according to the individual I talked to at the Windsor Board of Education there have been four or five others very recently that are in the same bind.

Mr. Adams: I'll look into this tomorrow.

Mr. Cooke: I remember meeting with some people from the board shortly after I got elected. They were quite concerned about this overlap and lack of co-ordination. That was two years ago. They assumed it had been cleared up. It hadn't been. As I say, this person from the Windsor Board of Education says it's a constant problem.

Hon. Miss Stephenson: When you say lack of co-ordination, just precisely what do you mean? Are you suggesting that there should be an equivalent certificate granted by a board of education if an individual—

Mr. Cooke: You mean by a college?

Hon. Miss Stephenson: No, no, I'm talking about a board of education. What your constituent was asking for was a verification by the board of education that the level for a diploma was the equivalent of a secondary school graduate.

Mr. Cooke: No, I'm not suggesting that, because I can't see how he got his grade nine to 12 and he did it in one year. It would have been impossible. What I'm suggesting is that one of the reasons the college takes students like this is because they get grants for it, and most institutions these days will take anybody who will generate funds for them. I don't think they were fully honest with the student.

Hon. Miss Stephenson: No, I wouldn't say that's entirely true, because the community colleges have always had a commitment to a process which I've heard you and your colleagues express grave concern about. That is, those individual students who, for a number of reasons, don't want to go back into the secondary school system to upgrade themselves and who choose to go to a community college where they will feel more comfortable in a program which will provide the upgrading which is necessary.

Mr. Cooke: That's a little bit different from what I said. What I'm saying is this student went to the college to get upgrading and to make sure that he had his diploma. He made it clear to them he wanted his grade 12 so he could apply for this job. I think he was misled, because he made it clear he wasn't going to continue in college. All he wanted was his grade 12. He has a good job with the city and he's applied for a promotion and he'd get the promotion if this was now the equivalent. He's going to have to take four credits through the Windsor Board of Education. They've given him credit for 23 and he needs the additional four.

I don't know if this goes on at other colleges, but I think if it does I can show you

the form at the end of the estimates where it says "diploma" and perhaps you can contact the colleges and make sure they're not using this process in other colleges.

Hon. Miss Stephenson: Yes. The purpose of the upgrading programs in most instances is to prepare the student to enter a course provided by the college.

Mr. Cooke: Yes. That wasn't this student's understanding.

Mr. Adams: I'd just like to add, Mr. Cooke, that the union of the big three automobile manufacturers in the Windsor area accepts this college credential as the equivalent of a secondary school graduation diploma for its purposes, as do a number of employers in the Windsor area. Your concern is that people are taking the course under a false understanding. I'll certainly be in touch with St. Clair College tomorrow to make sure that's eliminated.

Mr. Cooke: It may be that after this case—the union and the city is taking it through the grievance procedure into arbitration—the city will soon accept it too. At this point, they don't. I have a couple of other things I want to raise with you. They are some specifics.

You made a statement shortly after you became minister that you'd be willing to reconsider the idea of students being on boards of governors at colleges. Have you reconsidered that?

Hon. Miss Stephenson: Yes, as I suggested to Mr. Sweeney, I've asked the council of regents to look at it again and to make a recommendation to me, which I shall look at sympathetically.

Mr. Cooke: The council of regents recommended it the last time and the cabinet shot that down. Hopefully, you'll have more success in cabinet than your predecessor did. When do you expect to make an announcement on that?

Hon. Miss Stephenson: I anticipate hearing from the council of regents in January or February about it.

[4:45]

Mr. Cooke: A while back there was a story in the Toronto Star about nursing graduates who were being enticed down to Texas and about how much money it was costing us to train nurses at our colleges and then Texas had this program to take them down there, at no cost, of course, to its educational budget. What progress is being made? I know enrolments have been cut back, but how much have enrolments been

cut back and are there going to be further cuts made at the colleges?

Hon. Miss Stephenson: No. I anticipate no further cuts will be necessary. I also anticipate that within the next year or two there will be employment opportunities for almost all graduates of the nursing courses in Ontario.

Mr. Cooke: The unemployment rate for nurses six months after graduation last year was still around 30 per cent, I believe.

Hon. Miss Stephenson: It's dropped.

Mr. Cooke: Has it dropped considerably? Hon. Miss Stephenson: Yes.

Mr. Cooke: Are you talking about the graduates from 1978-79, those who graduated in the spring?

Hon. Miss Stephenson: I'm not sure I have the exact figures for that. The cuts, as you know, were significant. The number of graduates in 1978 was 2,246. Employment as of November 15, 1978, was 76 per cent in the spring of 1979, it was 91 per cent. The enrolments were decreased by 15 per cent in 1976 and 15 per cent in 1977 and they have never risen to lofty heights.

Mr. Cooke: The nurses who graduate through university programs with the BSc have a high success, I assume, in placement.

Hon. Miss Stephenson: I am not sure their rate was any higher than the diploma nurses because most hospitals employ BSc nursing graduates in a different capacity from the diploma nurses.

Mr. Cooke: I have one question to do with Fanshawe College and Dr. Colvin. I put a question on the order paper a while back and got an answer which is incomplete at this point. Do you have the information yet?

Hon. Miss Stephenson: No. I have written and I have not received a repsonse.

Mr. Cooke: The settlement was in the spring of this year, was it not?

Hon. Miss Stephenson: In July, I understand,

Mr. Cooke: When this type of thing happens, don't you normally ask for that kind of information?

Hon. Miss Stephenson: I'm not sure this is a normal occurrence, as a matter of fact. I think it's quite an abnormal occurrence.

Mr. Cooke: Weren't you curious? The opposition parties were curious. Weren't you curious to find out what the settlement was and the total cost? Even though you didn't send an extra cheque to them to cover the cost yourself, it certainly comes out of public

funds and it comes through the operating grant.

Hon. Miss Stephenson: Because of the curiosity of a number of people I did request the information in July from Fanshawe College. I gather, the board, unfortunately didn't receive the letter until after its meeting and there was not another board meeting scheduled until the end of August. Thereafter, I received their reply.

Mr. Cooke: Okay. Then I asked for some additional information and I haven't received it yet. Does it take that long? It was November I. You've had over a month.

Hon. Miss Stephenson: I haven't received their responses yet. I would presume it took another board meeting to provide the response. I don't know.

Mr. Cooke: I'm surprised its so difficult ror the minister responsible for those budgets to get that information quickly. Why would they have to have a board meeting to give information that should flow to this government and the minister responsible?

Hon. Miss Stephenson: It is my understanding that there was some kind of agreement between the legal counsels about the confidentiality of the information, which is a major impediment, I gather, as far as the board is concerned.

Mr. Cooke: You obviously don't recognize that.

Hon. Miss Stephenson: I recognized it very clearly. You will recall that I read in the Legislature the entire letter which was submitted to me by the new chairman of that board. I can tell you that's where you'll get the information the next time as well, in the same way.

Mr. Cooke: Okay.

Mr. Sweeney: Did you give Mr. Van Horne a figure?

Hon. Miss Stephenson: No, I did not.

Mr. Cooke: He got some information.

Hon. Miss Stephenson: The entire content of the letter was read verbatim into the record in the Legislature; that's everything I received. There was some intimation that some legal action would be taken if I dealt with it in any other way.

Mr. Cooke: I hope the Legislature is still in session when you get the information so that we can hear about it.

Hon. Miss Stephenson: We have another two and a half weeks. I'll give it to you on Christmas Eve.

Mr. Cooke: I don't plan on being in the Legislature on Christmas Eve.

Hon. Miss Stephenson: Really? I am glad to hear that, I was beginning to be concerned that you did.

Mr. Cooke: No. On employer-sponsored training, do you have any statistics on what is going on or where the committees are set up? I asked about some of the information yesterday.

Hon. Miss Stephenson: We have a series of sheets here for distribution to everyone with the numbers. The total number at the present time, trained and in training, is 1,438; the target, the total number to be trained, is 3,392 under the present arrangements.

Mr. Cooke: Wasn't the original target 5,000, when Mr. Parrott made the original statement?

Hon, Miss Stephenson: These are just those that are on stream right now.

Mr. Cooke: When do we plan on hitting the 5,000 target?

Hon. Miss Stephenson: There are a number of other negotiations under way at the moment and a number of other Community Industrial Training Committees in the process of being developed. We are going as fast as possible.

Mr. Cooke: From the short discussion we had yesterday about this, I gather you are obviously not satisfied this is going to satisfy the need?

Hon. Miss Stephenson: Oh, no. It is only one of the modes to satisfy the need.

Mr. Cooke: When are we going to hear the total strategy of the government on it?

Hon. Miss Stephenson: We have, as I think I outlined, an increase in the apprenticeship program; an increase through the new linkage programs, those going into apprenticeship or employer-sponsored training; and promotional programs which we are carrying out within the school system and throughout the community to encourage young people to consider this.

Mr. Cooke: Obviously we are going to need something more to get employers involved in the program.

Hon. Miss Stephenson: There are other mechanisms which are being examined specifically, I have to tell you, through the Manpower commission and the commission at this point, in conjunction with our ministry and others, which may or may not be established. The Manpower commissioner will be reporting on that, I am not sure when, but I think in the spring.

Mr. Cooke: Were you able to find out anything about the Industrial Training Council between yesterday and today?

Hon. Miss Stephenson: No, I was not, I am sorry. I was in a meeting all last night and in cabinet all morning, but I shall try to find out and let you know.

Mr. Cooke: Will you file that information with us?

Hon, Miss Stephenson: We have it now. These are the CITCs, as well.

Mr. Cooke: Okay. That's all I have on this, Mr. Chairman.

Mr. Chairman: Does the committee wish to carry the supplementary estimates as well? The supplementary estimates relate to this vote, item 1.

Mr. Sweeney: Could I have a very brief explanation as to what they are? I just got them today; I don't even know what they are.

Hon. Miss Stephenson: They were in the estimates book.

Mr. Sweeney: I'm sorry, I didn't see them.

Mr. Chairman: The amount is \$8,023,400 for support for colleges of applied arts and technology and other organizations.

Hon. Miss Stephenson: It is the special funding program for the community colleges to increase the enrolment in the employment opportunity area.

Mr. Sweeney: Is this the \$7 million you were quoting?

Hon, Miss Stephenson: Yes.

Mr. Sweeney: It is \$8 million instead of \$7 million?

Hon. Miss Stephenson: Yes.

Vote 2803 agreed to.

On vote 2804, student affairs program:

Mr. Sweeney: I raised a couple of questions the other day and asked if the minister or one of her officials might be prepared to respond to them. Do you have a record of those, or will I read them again?

Hon. Miss Stephenson: Would you please?

Mr. Sweeney: The first question I asked was why is it that this year, when the initial payments for the Ontario Student Assistance Program seem to be going reasonably well, we are faced with the review and appeal mechanism being delayed until January and February?

Hon. Miss Stephenson: There was a delay four weeks ago and, as you are aware, the reviews are additional submissions from enrolled students requesting additional funds as a result of changed circumstances. That delay has now been cleared up. I will tell you why it was. We had a monumental incidence of illness within the student awards area for a relatively long period of time. About six weeks, wasn't it?

Mr. Kidd: There has been substantial illness in the branch over the last six months.

Hon. Miss Stephenson: I think they have all been working very hard and are probably more susceptible.

Mr. Sweeney: What provisions are made for those students who have to wait, let's say as late as February, to get a—

Hon. Miss Stephenson: It won't be that late.

Mr. Sweeney: What will be the latest? I am talking about the reviews and the appeals now. That is what I understood would go into January and February.

Hon. Miss Stephenson: I think the delay was in the review mechanism, and that was a manpower problem.

Mr. Sweeney: Would someone please explain the distinction between those?

Mr. Clarkson: I would just like to mention that the main group of people involved in the delay were the single parents who had to have their loans—the \$1,800 Canada student loans—processed. Their application had already been assessed and the only way we could handle them was on a review.

The problem we had in processing them is that reviews, as a control mechanism, are not processed until we process another form called a notice of enrolment. The notice of enrolment basically ensures the student is enrolled at the institution before we release more funds. It also acts as a mechanism whereby we capture any resources from summer earnings.

That is the form where we alter the student's award because of increases or decreases in his or her summer earnings from what he or she originally anticipated or estimated when he or she applied for assistance. We had to get all the notices of enrolment processed before we started to process the reviews.

We started around the third or fourth week of October, and at present we have no backlogs. That is not to say that there may not be some on their way in from the various schools.

Mr. Sweeney: Would you not require a notice of enrolment before you finalize any grant?

Mr. Clarkson: We could.

Mr. Sweeney: I just assumed that was part of the process.

Mr. Clarkson: Yes. We actually issue the first instalment on the grant cheque, and it is at the school in September when the students arrive. Before they receive the cheque they have to sign the notice of enrolment stating what their summer earnings were, whether there was a change in scholarships, whether there was a change in any of their circumstances. That form then comes in and the award is adjusted, so they do sign and complete the notice of enrolment before the first grant cheque is released.

Mr. Sweeney: Okay. What about the appeal process now?

Mr. Clarkson: I think you are really referring to the review process.

Mr. Sweeney: That is what I am saying. I think I am getting the words interchanged, because I am talking about a student who has been advised he is not going to get anything, or not going to get as much as he thought, and he appeals it. What do you call that?

Hon. Miss Stephenson: That's the appeal. Mr. Sweeney: Okay. That's what I am talking about.

Hon. Miss Stephenson: That goes to the appeal board, which has been sitting twice a week since the middle of July.

Mr. Sweeney: So it is not likely that any of those are going to run over into January or February?

Mr. Clarkson: There is a small backlog of one or two weeks at present, but the students will be given the decisions as to whether they can expect to receive any assistance, and often the school will lend them emergency funds until such time as our assistance is processed.

Mr. Sweeney: Okay.

Mr. Clarkson: So it should not be definitely until February. I think someone is leading the students astray if—

Mr. Sweeney: All right. I understand what you are saying.

The second question I raised was this situation reported to me from the University of Waterloo in the co-op program, where a student was asked to account for his assets twice in the same year. That just doesn't seem right. Is that actually happening, and if so, why?

[5:00]

Hon. Miss Stephenson: It was an anomaly and it was discovered quite a while ago. Special instructions were issued to the student awards officers to help them avoid having this occur. I don't think there are very many students involved at this point.

Mr. Sweeney: So if it is taking place it is correctable?

Hon. Miss Stephenson: Yes.

Mr. Sweeney: It is not supposed to happen?

Hon. Miss Stephenson: No.

Mr. Sweeney: The person who spoke to me was in the student awards office and seemed to suggest there was nothing they could do about it. That was the reason I raised it.

Hon. Miss Stephenson: That was at Water-loo?

Mr. Sweeney: Yes.

Hon. Miss Stephenson: We will check, but instructions did go out about the way to ensure it doesn't occur.

Mr. Sweeney: I can understand the mistake occurring but I would not be able to understand that it would not be corrected. That is really all I am trying to get out of you.

Hon. Miss Stephenson: It is correctable.

Mr. Sweeney: Fine, thank you. The third question I raised was the rationale or the logic, or whatever you will, behind the freezing of the student living allowance component of the Ontario Student Assistance Program. I was reminded when the new program was introduced the figures were actually less than they had been under the old program. Then there was a year of freezing, and now we understand they will be frozen again.

The point I made then and I make now is, can anyone give me any logical, rational basis for that kind of action?

Mr. Kidd: Mr. Sweeney, I think we could review the board and lodging allowance for 1974-75 up to date.

Mr. Sweeney: Can we review it the year before and the year after the new program? Can you help me there?

Mr. Kidd: Right. Before the new program was introduced-

Mr. Sweeney: What was the last year of the old program?

Mr. Kidd: That was 1977-78.

Mr. Sweeney: What were the figures?

Mr. Kidd: The ceiling was \$61.

Mr. Sweeney: For which? There is the athome and the away-from-home.

Mr. Kidd: Away-from-home.

Mr. Sweeney: The away was \$61 and the at-home was how much? Wasn't it \$35? You don't have that figure?

Mr. Clarkson: I don't have that figure. Thirty-six dollars, I believe.

Mr. Sweeney: I thought it was \$35, \$36, something like that. The new program was introduced in 1978-79. What were the figures then?

Mr. Kidd: A \$65 ceiling for the grant portion of the award, \$70 for the loan portion.

Mr. Sweeney: That was the federal versus provincial grant and loan?

Mr. Kidd: Not really, the provincial loan is in there as well.

Mr. Sweeney: What about the at-home one? That went down to \$25?

Mr. Kidd: Twenty-five dollars.

Mr. Sweeney: In 1979-80 those figures were frozen, there was no change?

Mr. Kidd: Correct.

Mr. Sweeney: My information is, and of course it is not verified, that in 1980-81 they are going to be frozen again.

Mr. Kidd: That hasn't been decided yet. Hon. Miss Stephenson: I don't know how anyone could have that notion at this point.

Mr. Sweeney: You know the proverbial brown envelope, the intellectual brown envelope, or whatever you call it.

Hon. Miss Stephenson: As a matter of fact, it has not even been discussed at this point, so I don't know how any brown envelope could have arisen.

Mr. Sweeney: Let me go back to 1978-79. What was the rationale for freezing them, given that the cost of living had obviously gone up about nine per cent, I think?

Mr. Kidd: I think you have to look at the overall cost of the program. From 1977-78 we spent \$66.5 million. In 1979-80 we will spend \$80.7 million.

Mr. Sweeney: What was it for 1978-79?

Mr. Kidd: The estimate was \$76 but we spent \$79.8 million.

Mr. Sweeney: Are you telling me that with the total amount of money available the decision was made to put those extra funds in some other component of the program rather than in the living allowance component? That is the only way I can follow your discussion. Again I would have to ask why? What was the basis of that decision?

The reason I am pursuing it is that the cost of living component is so upfront and is so obviously one that increases every year,

and I hear what you are telling me about more money being put in, but I-

Hon. Miss Stephenson: We were attempting to meet the overall cost needs of the students as appropriately as possible and felt it would be more equitable to provide, specifically for the low income students, as much money in grants as it would be possible to provide. The decision was made pretty coldly on that basis, that we would provide as much grant as possible. Indeed, we overextended ourselves, as we learn.

Mr. Sweeney: That is a rationale I can understand, anyway. Whether I agree with it or not is another matter.

Mr. Kidd: For every dollar a week increase in board and lodging allowance it costs \$1 million in the total program.

Mr. Sweeney: I understood there was something in the neighbourhood of about 60,000 students who qualified for grants. How is that possible?

Mr. Kidd: Because it is a dollar a week.

Mr. Sweeney: Oh, a dollar a week, that's right. A dollar a week equals one million dollars. That is in interesting statistic.

Would it be reasonable to presume that, given the quite rational reaction to your action last year, it is not likely to be continued this year? I am obviously leading.

Hon. Miss Stephenson: We will be examining it very carefully in the light of the information which has been provided to us, and there has been a lot of information and a lot of opinion.

Mr. Sweeney: I can well imagine. The fourth question—I think I got this far as I have a little tick beside it—was the rationale for continuing to use the family home as an asset for determining parental contributions.

Hon. Miss Stephenson: You are aware that there are two factors in this. The net assets were established and then an extrapolation to develop the level of contribution from assets, given a number of other factors involved in parental support as well.

Mr. Sweeney: Let me point out a little more specifically the concern that has been expressed to me. People who bought their homes, let's go back 15 years ago, when the sons and daughters who are now going to university were three and four and five years old. They bought those homes for \$15,000 on average. Here we are 15 years later, in some cases close to 20 years later, and that home is worth maybe \$60,000, \$70,000, or \$80,000.—

Hon. Miss Stephenson: At the market value.

Mr. Sweeney: —at market value, I understand that is what you have to put down, I am pretty sure that is the wording on the form, because I filled that out for one of my sons or daughters.

During that period of time the bulk of the mortgage on that would have been paid off so the net asset is almost the total market value of that home. Yet that is not cash. Here we are talking about modest income families. The kinds of families I understand that to the largest extent tap into this are what I would call lower middle income. I think that is fairly appropriate.

Hon. Miss Stephenson: A relatively large number of those are tenants, people who do not own their own homes. If we were to exclude totally the family home from the assessment of net assets it would really be relatively unfair, I would think, to those who are tenants rather than owners.

Mr. Sweeney: That would seem to be penalizing one of the two families if 15 years ago one went the rental route and one went the purchase route.

Hon. Miss Stephenson: Don't we always do that, it seems to me?

Mr. Sweeney: Yes, but why continue to do it?

Hon. Miss Stephenson: It's under net assets, for example. Up to the first \$75,000 is excluded in terms of the assessment of the contribution from assets. If most of those houses are now worth \$60,000 or whatever, that portion of their assets would be excluded completely in the assessment of the contribution that should be made from assets.

Mr. Sweeney: The assumption would be, therefore, they have no other assets. That is a possible assumption.

Hon. Miss Stephenson: If they have other assets. The basic premise of the student assistance program both at the federal and provincial level, is the primary responsibility for funding post-secondary education should be that of the student or the parents of the student, or both.

Mr. Sweeney: I don't quarrel with that. All I am saying is if we are talking about, for want of a better expression, the cash flow of the family, I agree with you all the way. A modest income family can't reasonably, I don't think anyway, sell their home in order to support their son or daughter at school. That just isn't reasonable.

Hon. Miss Stephenson: But no one is suggesting they would sell their home. If indeed they bought the house at \$15,000 20 years

ago, the chances are, because almost all of those mortgages were 20-year mortgages, they don't have a mortgage now. Obviously they should have some extra funds available to help provide for the post-secondary education of their children.

Mr. Ramsay: Or they have borrowing power.

Hon. Miss Stephenson: Yes, they do have borrowing power, there is no doubt about that.

Mr. Cooke: But, for God's sake, they are not going to go to a bank and pay 15 or 16 per cent interest. I hope Mr. Ramsay's not suggesting that.

Mr. Ramsay: A lot of people have in this world, a lot of people have. I have done it to educate my children.

Mr. Cooke: Typical philosophy to get working-class students to university.

Mr. Sweeney: It's the one component in the asset program I have difficulty with. I guess once again it's a philosophical difference. I think the others are all quite legitimate. I agree with your premise that the first responsibility is the student and his or her family. I agree with that premise. I have said that publicly and will continue to say it.

It is this one aspect of it that I think puts a family in a very precarious situation. I guess maybe the few instances brought to my attention indicate it also generates a certain amount of friction between son, daughter and family.

I just don't think it is a healthy element there. Of course it's something that was added in. It wasn't in before, it's an element of the new program. It is one of the elements of the new program I would, somewhere along the line, urge the minister to reconsider.

Hon. Miss Stephenson: But the level at which the net assets really kicks in is at the level of \$75,000, which is not an insignificant amount in terms of assets.

Mr. Sweeney: I meant to raise something with you last year and for some reason didn't. It's still not too late to do so. Why was the independent status increased from the basis of two years' work experience to three years' work experience? Again it's one of those ones where I can't sense any rationale. The previous program required independent status after working for two years. It now requires three years.

Mr. Clarkson: If I could just mention the rationale behind that particular move, it was based primarily on the recommendation of the interim committee on financial assistance to students. In their report I believe they recommended the criteria for independence be established at three years. That was one of the recommendations the government has adopted. We actually did adopt a large number of the individual recommendations of that committee and that was certainly one.

Mr. Sweeney: Could you give me any logical base for the recommendation?

Mr. Clarkson: I think it goes back to a summary of what has taken place with respect to student assistance over the years. The program was originally intended really for students from low income families. Over the years the number of independent students—basically students who had either four years of post-secondary education or two years in the work force—was growing and growing and growing. As a result, there were really fewer funds to help the students from low-income families than we had hoped to have.

Instead, we were funding students who were independent. When an analysis was made of those students, a large number, over half, had never before applied as dependent students. It was felt that the funds were not going to the people we were trying to assist.

[5:15]

Mr. Sweeney: Again, we are almost back to the same question about the living allowances. It seems as if someone decided: "We have got to find another \$2 million, or \$3 million, or something, for another part of the program. This is where we are going to get it." Again, it's difficult—

Hon. Miss Stephenson: No, it wasn't that. It was on the basis of that recommendation from the-

Mr. Sweeney: But even when you go back, though, I can't see any logic other than that behind the recommendation.

Hon. Miss Stephenson: There were a not insignificant number of instances in which it was becoming relatively obvious that the student assistance program was developing what one might call professional studentspeople who were taking six, seven, eight, or even nine years to achieve their first degree. Not only did they receive Ontario Student Assistance Program but many of them were from family backgrounds with considerable resources. It was felt there must be some mechanism to ensure that the money we would have available would be directed towards students with actual need for the money. Certain stipulations were established to try to achieve that.

Mr. Sweeney: But would the minister not think that any student who decides to go out and work for two full years—and that is the requirement; it isn't a couple of months here and a couple of months there and a couple of months there and a couple of months someplace else, it is two continuous 12-month periods—

Hon. Miss Stephenson: Not necessarily with one employer, but that's-

Mr. Sweeney: No—has in essence removed himself or herself from the educational stream, and at that point decides to go back? In other words, what I fail to follow is any plan in advance, "I am going to go out for just exactly 24 months and then, bingo, I am going to be able to go in and pick up all those free dollars."

I think I could sense that if we were talking about one year; that could be premeditated. I have some difficulty believing that very many students would go through that kind of action for two full years just to sort of beat the system. When you talk about going from two years to three years, it defies

some logic to me.

I can quite understand the premise that if you have to find more money for some other part of the program, here is one place of finding it. That's reasonable, but why move it ahead? There is no logic to that.

Time is awasting. Let's move on.

I asked the minister very briefly earlier about this whole question of the federal-provincial task force on student aid. I didn't get a full answer, or at least not the answer I was looking for. Perhaps she could help me again. I asked whether or not there would be student representation on it, and the answer she gave me—

Hon. Miss Stephenson: I don't know yet. Mr. Sweeney: Oh, because you said some-

Mr. Sweeney: Oh, because you said someching about consultation with the National Union of Students, and then, somehow or other, I got lost in the rest of what you said.

Hon. Miss Stephenson: Yes. We had a meeting a couple of weeks ago with representatives of the executive of the National Union of Students, who had made the request that there be student representation. At this point we do not know whether there will be student representation because the small steering committee established first to direct and develop the terms of reference of the task force has not made recommendations about the total membership of the task force, or the way in which it is going to function at this point.

Mr. Sweeney: Okay. I want to come back to a point we were discussing earlier, and that is this whole business about just who is going to our universities. I need a little more time to review the two documents you gave us today. I fully appreciate the point both you and Mr. Wilson made: that they are not fully documented research studies and they have to be taken in that light. I appreciate that.

There are two other sources which would seem to contradict it. One I raised with you in the Legislature itself very recently. That is the study just completed at Carleton that indicates the students going to university now are coming from ever-increasingly higher income groups.

Hon. Miss Stephenson: Isn't that last year's study?

Mr. Sweeney: No, this is a new one. This one has just been raised this fall. That is the one.

The second one I have, released just about a year ago by the Ontario Economic Council, is a study done by Professor Mehmet. I will

just read two paragraphs.

"The lower incomes' shares of total graduations as well as of graduation in certain fields of study (example: law, dentistry, medicine) are quite low, suggesting that both ex-ante and ex-post equity in the universities of Ontario is deficient. There is little justification for believing that Ontario is a land of opportunity as far as university education is concerned. Furthermore, the student aid programs now available need reform to provide wider accessibility."

I think this is pertinent: "What is particularly embarrassing is that the expansionary policy targets of the 1960s have evidently failed to equalize access and opportunity for

the lower-income groups."

I find that particularly pertinent because a study looked at this the year before that. I think the figure at that time was a growth from about six per cent of the participation rate up to about 13 per cent. When they looked at the new group, they were basically just duplicates of the original group. In other words, it wasn't opening it up to a whole new group of people. There were simply, say, two sons or two daughters from the same family, where there used to be one. I think that is important.

This second paragraph is critical as well. We have talked about it. "There is evidence to indicate that the critical point in high school is grade nine, when students have to decide whether to enter the academic stream or the technical and vocational. This would suggest that the way to increase lower-income participation in university is through special measures directed at this stage of the high

school program. There is also considerable room for more effective publicity of student

aid programs."

The rest of the report is just what we talked about before: evidence that there is not any major shift whatsoever from the lower-income groups into the universities.

lower-income groups into the universities.

As I would suggest, this is a year ago.
The Carleton study is just this year, and it would certainly seem to contradict what we were talking about yesterday. What action, if anything, is the ministry taking?

How is my time, Mr. Chairman?

Mr. Chairman: You have four minutes left, Mr. Sweeney.

Hon. Miss Stephenson: One of the pieces of information you had requested regarding student participation in OSAP, I think, has some bearing on this. From the information available through the OSAP records, the distribution of students according to parents' gross income and their net income after allowable OSAP deductions demonstrates that 19,440 students, or 36.42 per cent of the parents of those students, made no contribution at all towards the education costs. Of the total awards, 25.31 per cent went to students whose parents had a gross income of \$10,000 or less.

Mr. Sweeney: Gross?

Hon. Miss Stephenson: Gross. Of the total awards, 49.35 per cent went to students whose parents had a gross income of \$15,000 or less and 73.23 per cent to students whose parents had a gross income of \$20,000 or less.

Mr. Sweeney: We are duplicating ourselves, obviously.

Mr. Kidd: Accumulating.

Hon. Miss Stephenson: We are accumulating, not duplicating.

Mr. Sweeney: The same figures are being used again.

Hon. Miss Stephenson: Yes.

Mr. Sweeney: That last one was \$20,000?

Hon. Miss Stephenson: Yes. Twenty-six point seven per cent of the total went to students whose parents had a gross income of more than \$20,000.

Mr. Sweeney: Twenty thousand plus. Thank you, Can I ask a—

Hon. Miss Stephenson: One of the concerns you expressed in your reading of Professor Mehmet's document about which I—

Mr. Sweeney: Oh, starting earlier to give the guidance and the information?

Hon. Miss Stephenson: Yes. Not only the guidance and the information, but we began

a program last year of active communication with guidance counsellors—with career counsellors—in order to encourage them to inform high school students at a very early age of the availability of OSAP programs. I have to tell you that I have talked to some students this fall, high school students in grade 12, who inform me that they still were not aware there is student assistance available.

I think we have to do a much better job of our information dissemination, and not only to high schools. I think it probably should go out to grade eight students as well, or even grade seven, so that when they begin to think about the possibility of what they may choose to do, they will be aware there is a student assistance program available which will help to facilitate their entrance to post-secondary institutions, no matter what they are.

Mr. Sweeney: Agreed. In the short period of time remaining, I have two questions. One is, what is the present procedure for repaying loans? I appreciate that the bulk of that is federal.

Hon. Miss Stephenson: Yes.

Mr. Sweeney: Do you get involved in that at all?

Mr. Kidd: We get involved in the Ontario Student Loans program.

Mr. Sweeney: Is that a major component in your program?

Mr. Kidd: It is becoming a major component. Loans this year will total \$15 million.

Mr. Sweeney: Fifteen?

Mr. Kidd: Yes.

Mr. Sweeney: That is coming pretty close to about 12 per cent of your investment.

Mr. Kidd: Not when you take the federal component in.

Mr. Sweeney: No, no. I am thinking of the provincial.

Mr. Kidd: These loans are negotiated with the bank.

Mr. Sweeney: Fifteen per cent, I mean.

Mr. Kidd: We are only involved in the financial aspects as regards the interest-free component and the default on these loans.

Mr. Sweeney: The repayment aspect the province is involved in is simply the Ontario loan program.

Mr. Kidd: Right.

Mr. Sweeney: It is not involved in any way in the repayment, default, et cetera of the federal loan program?

Hon. Miss Stephenson: Except to provide advice to those who ask questions about

where they should go for assistance in making the appropriate arrangements.

Mr. Kidd: Yes.

Mr. Sweeney: The obvious source of my question is some recent news media attention to people being hounded and all that nonsense. That really doesn't come under your jurisdiction, I gather.

What advice is available to students who find themselves in a bind like this, whether it is their fault or not? Does anybody have a counselling mechanism available for them?

Hon. Miss Stephenson: In fact, the arrangements made can be extremely flexible. They have been traditionally, at least over the last couple of years, very flexible for repayment of loans. The agencies involved have certainly been sympathetic to, and I think understanding of, students, and have provided mechanisms which are reasonably easy to meet.

I have to tell you, however, that I was very much disturbed to hear a junior—I suppose he is a lecturer—in law, providing an extension course at one of our Toronto universities, informing his class of economics students that he had been the recipient of a Canada Student Loan which he had no intention of paying back until he was hounded for it, because he had managed to invest the money that he should have paid back at a rate of interest which was of much greater advantage to him than ever paying back the—

Mr. Cooke: That must have been before the interest rate increase.

Hon. Miss Stephenson: It was two weeks ago.

Mr. Cooke: Oh, really? Then he must have the old interest rate:

Hon. Miss Stephenson: On the student loans?

Mr. Cooke: No, that is a demand loan.

Hon. Miss Stephenson: Yes. However, we have managed to find his name because we pursue with some vigour those who express that kind of intention. This is public money they are dealing with and as a lecturer he certainly must have some assets. Certainly if he can afford to invest he must have some. [5:30]

Mr. Sweeney: Madam Minister, one last specific question. It is my understanding that a landed immigrant—and as a matter of fact they are not even called that any more under the Immigration Act; a permanent resident, if I am not mistaken, is the new term—has all of the privileges of any other Canadian citizen.

Hon. Miss Stephenson: Yes.

Mr. Sweeney: Given that, why are we having this difficulty with these people, the children of landed immigrants or some landed immigrants themselves qualifying for the grant portion of student aid? I understand the problem partially has to do with their being sponsored, and therefore the living expense part of it cannot be included, but the whole thing seems to get jumbled up.

Hon. Miss Stephenson: I think the primary obstacle in the instances I have heard of has been the length of residence within the province, which is one of the requirements to be qualified for a grant.

Mr. Sweeney: Is that a year?

Hon. Miss Stephenson: Yes.

Mr. Sweeney: If they are here for a year and still involved in some kind of a sponsorship campaign, can they qualify?

Mr. Clarkson: They cannot qualify for their personal living expenses. They can qualify for their other expenses, such as fees, books, local travel and return transportation, but they cannot qualify for their personal and living expenses if they are sponsored or nominated.

Mr. Sweeney: Okay.

Mr. Chairman: Mr. Cooke.

Mr. Cooke: How much time do I have, Mr. Chairman?

Mr. Chairman: You have 30 minutes.

Mr. Cooke: I will not be taking 30 minutes so if you need some more time. We are having our Christmas party tonight and it started a half hour ago and I am anxious to go to it.

Hon. Miss Stephenson: May I just say that this is the document you had requested?

Mr. Cooke: Oh, okay. There were a number of things that Mr. Sweeney had raised that I am not going to go over again such as the living allowances and a number of other things on which I fully agree with him. I have heard the minister's response and I can go on from there.

You made a statement in January of this year at Guelph and I would like you to explain what your thinking on it is now. According to the student newspaper there, "Stephenson said she would give consideration to the suggestion by vet students to float the aid eligibility periods through a student's academic career rather than restricting them to the student's first aid." What is your thinking on that now? That seems very fair to me.

Hon. Miss Stephenson: That is not solidified at this point but it is one of the things I think we have to look at.

Mr. Cooke: This will be part of the study that is being done right now?

Hon. Miss Stephenson: Our examination of the criteria for the 1980-81 program, I don't know whether it can be introduced at this point, but certainly—

Mr. Cooke: It won't foul up the computer changing—

Hon. Miss Stephenson: It is certainly one of the things that I think we do have to look at.

Mr. Kidd: That would be a very complex thing to follow through the computer.

Hon, Miss Stephenson: We would probably have to do those all manually.

Mr. Kidd: You would have to keep a track record of every student's progress.

Mr. Cooke: It wouldn't be the first time you have had to do thousands of applications manually.

Hon. Miss Stephenson: Manually, no. We haven't had to do them this year, though. The computer program worked this year.

Mr. Cooke: Yes, I know. I am glad it did even though it would have made some good questions in the Legislature.

Hon. Miss Stephenson: Yes I know. It is such a delightful fall as a result.

Mr. Cooke: You were talking about better liaison with the high schools with which I fully agree.

Hon. Miss Stephenson: Yes.

Mr. Cooke: You mentioned grade seven and eight and I think that is a good idea. But it was only a couple of years back that the ministry eliminated the liaison officer with the guidance counsellors and I am wondering if you are looking at re-establishing that position.

Hon. Miss Stephenson: Our staff is sort of doing double duty now as a matter of fact, in that the people within the branch are in actual fact doing liaison with guidance counsellors. This will be a thrust which will go out through the regional offices of the Ministry of Education, because this seems to be an appropriate route in order to ensure that there will be that flow of information.

Mr. Cooke. It would seem appropriate that there should be some liaison officers right within the ministry who have that as their full-time job. I remember when my younger brother and sister entered high school there were a couple of meetings during the eighth grade when my parents were invited to the high school. High school was explained to them, the course selection and so forth. That is an excellent opportunity for guidance counsellors to explain the OSAP program to parents, who at that point probably are more important than even the students.

Even with all the faults of the program there is significant financial assistance available, and I'm sure ordinary working-class students would take advantage of it if they

knew about it.

Hon. Miss Stephenson: It's the best program in Canada, mind you.

Mr. Cooke: It may be. I haven't taken a look at all the provinces; I don't have the staff to look into that.

Have you any reaction yet to these recommendations? Obviously some you have already reacted to. I'm looking at the report of the student awards officers and the 18 recommendations,

Hon. Miss Stephenson: Right.

Mr. Cooke: Are there any of these that you could respond to now?

Hon. Miss Stephenson: I'm not sure that I should respond positively or negatively to any one of them at this stage of the game However, as I told you yesterday, we are meeting right now with representatives of the Ontario Federation of Students in an attempt to try to develop a protocol if it is possible to do so—in spite of the discouraging remarks that we have heard from a number of researchers about doing this kind of study.

Mr. Cooke: The 14th recommendation says, "We also recommend the establishment of special measures designed to encourage and support poor and minority-group students in graduate and professional schools."

I realize that that overlaps a bit with an institution's autonomy, that they could get into this type of program on their own, but I wonder if the minister wouldn't be willing to set up with some of the professional schools a program similar to the one I have heard about in Saskatchewan.

Hon. Miss Stephenson: The native-help program?

Mr. Cooke: Yes.

Hon. Miss Stephenson: Which is based specifically within one institution only.

Mr. Cooke: I realize that. It could be used as a pilot program here.

Hon. Miss Stephenson: Yes. We have had some pilot programs, as you are aware, in the area of teacher education specifically.

Mr. Cooke: I'm looking at professions of law and medicine. It may even solve some of the problems of demand for those. I think it was part of the Saskatchewan program that they train the professionals and those who have graduated serve their own community. It is something I really think the government should look into.

Hon. Miss Stephenson: I have asked Alex Guy for further information about this Saskatchewan program and we will have a look.

Mr. Cooke: We are obviously interested in it and may look at it at one of the institutions.

I don't have a lot more, if anything more. We have talked about the living expenses, to which I hope there will be some adjustments in the fall. As I said before, I think the most negative part of the OSAP program, as far as I am concerned, is the eligibility phase and I'm glad to hear that you're thinking of changing that.

Were you involved at all in the problem of mothers on mother's allowance? How involved were you in the refusal for a loan?

Hon. Miss Stephenson: Canada Student Loan?

Mr. Cooke: Yes.

Hon. Miss Stephenson: That was a recommendation that came from ComSoc, as a matter of fact. As a result of the problems that ensued, we were directly involved in finding solutions, and found solutions, I think, fairly rapidly.

Mr. Cooke: My colleague from Scarborough West (Mr. R. F. Johnston) was involved in that; I wasn't. What was the result?

Hon. Miss Stephenson: The result is that they are eligible for grants and loans.

Mr. Cooke: There are some limits, are there not?

Mr. Kidd: There are some limits. The problem was that there was a perceived duplication of benefits from both ministries, from Community and Social Services and Colleges and Universities, and the living and board-and-lodging allowance for recipients of family benefits. We held meetings with them and the resolution of the problem seems to be that they are eligible for grants, excluding the board-and-lodging portion. After that they are eligible for \$1,800 in Canada Student Loans which usually results in a total award of some \$3,500 to these recipients.

Upon appeal, upon documentation of additional costs not related to board and lodging but related to travel for their children to

pick up the children before and after school, or for day-care expenses, or the fact that they cannot receive subsidized day care or they are not living in subsidized accommodation, this sort of thing, they can appeal, and on appeal will be eligible for another \$1,800 in Ontario Student Loans. In other words, they are eligible automatically for the grant and the Canada Student Loan, and on appeal for the Ontario Student Loan on top of that.

Mr. Cooke: There are two other things that I wanted to ask you.

Hon. Miss Stephenson: May I just say that although we had heard a rumour that several of those students, or two or three of those students, were going to be forced to depart from their educational program, to my knowledge there is no information that would support that, because in almost all instances the additional funding has been made available to them.

Mr. Cooke: There are just two other things I wanted to raise. First of all, I raised a question in the Legislature a few weeks ago on interest rates and you seemed to be understanding of the problem and concerned about the problem. You said you were looking at things that the ministry could do, whether it be subsidizing them or what, I don't know.

Hon. Miss Stephenson: I don't know yet whether there is anything the ministry can do at this point.

Mr. Cooke: But you do recognize that having to pay 16 or 17 per cent, a student going into the program and thinking of going to post-secondary university certainly would take a look at that percentage and feel it just may be impossible to carry after he or she graduates, especially if they don't even have a job.

Mr. Kidd: I think you are saying that interest rate will carry on when they graduate.

Mr. Cooke: Except that the disincentive is there right now. You can have a mortgage rate and go for three years and have to renew it and you have to think of what it may be at the end of three years. It may be higher or it may be lower but you have to assume that it's going to be something around the level you're paying now. I think students would be concerned about that.

Mr. Kidd: It fluctuates up and down.

Mr. Cooke: I realize that. The case I raised with you had gone up in the last three months and I assume now that the rate has gone down a bit, or at some of the banks it

has probably dropped a bit, but anything over 12 per cent is obviously a disincentive; 12 per cent is high enough in itself.

Another thing: Mr. Sweeney had mentioned about harassment or collecting the student loans. There was one case that I was involved in. That case had been turned over to a collection agency through the Ministry of Government Services. I have found Beneficial Finance, some of the banks and some of the other companies I have had to deal with for constituents who had had bill collectors put upon them, easier to deal with than I did the Ministry of Government Services. It was only by going through Mr. Clarkson that the problem was eventually solved.

Mr. Sweeney: They are a tough bunch.

Hon. Miss Stephenson: I will make note of that.

Mr. Chairman: May I ask one question with respect to students coming from farm families?

Hon. Miss Stephenson: Oh, indeed. I think he is entitled after sitting for 32 hours so quietly.

Mr. Chairman: Thank you.

Hon. Miss Stephenson: May we ask for the vote first before he goes on?

Mr. Chairman: Yes, we can do this after the vote is carried.

Vote 2804 agreed to.

Mr. Chairman: Now can I ask my question? It always seemed to me in dealing with these OSAP problems, and I deal with quite a number of them over the course of a year, that there was a certain built-in unfairness in the formula as it applied to students whose parents were farmers. I wanted to take a couple of hours some time when I had nothing else to do, but I've never been able to find it, to go over the formula—

Hon. Miss Stephenson: I'll be glad to give it to you.

Mr. Chairman: -and understand it completely and understand its ramifications with

respect to people who are farmers and how it affects the students coming from those farm homes.

Mr. Sweeney: Sell a cow.

Hon. Miss Stephenson: You could finance three years of university with one cow these days.

Mr. Chairman: Yes, but I guess it comes back to the point where farm people, like anyone else, shou'dn't have to sell off assets in order to send their children for post-secondary education.

Hon. Miss Stephenson: I thought that was a liquid asset.

[5:45]

Mr. Chairman: It all depends on whether you're talking about a cow whose-

Hon. Miss Stephenson: Can we make an appointment for you with Bill Clarkson?

Mr. Chairman: It all depends on whether it's a cow whose assets can be bottled and liquidated readily, or one of those other kinds of cows.

In any event, I have had one case where the formula was applied on the basis of gross assets rather than net assets. I think there can be a real problem there because many farmers have assets totalling half a million dollars with lands and machinery, but perhaps \$300,000 or \$400,000 of that is owed and we get into a bit of a problem. Is that going to be remedied?

Hon. Miss Stephenson: That is a problem we are addressing this year.

Mr. Chairman: Okay, that solves my problem. I won't have to spend two or three hours going over the formula. Thank you.

I want to thank the minister, the ministry officials and the committee for their kind co-operation. This completes the estimates of the Ministry of Colleges and Universities.

Hon. Miss Stephenson: May I say thank you very much to the chairman and to the remaining member of the committee as well.

The committee adjourned at 5:46 p.m.

#### **CONTENTS**

	Wednesday, December 5, 1979
University support program	
College and adult education support program	
Student affairs program	
Adjournment	0.1566

#### SPEAKERS IN THIS ISSUE

Cooke, D. (Windsor-Riverside NDP)
Gaunt, M.; Chairman (Huron-Bruce L)
Grande, A. (Oakwood NDP)
Johnston, R. F. (Scarborough West NDP)
Leluk, N. G. (York West PC)
Philip, E. (Etobicoke NDP)
Ramsay, R. H.; Acting Chairman (Sault Ste. Marie PC)
Rowe, R. D. (Northumberland PC)
Stephenson, Hon. B.; Minister of Education (York Mills PC)

Sweeney, J. (Kitchener-Wilmot L)

From the Ministry of Colleges and Universities:
Adams, T. P., Assistant Deputy Minister, College Affairs and Manpower Training Division Clarkson, W. H., Director, Student Awards Branch Davy, W. F., Director, Apprenticeship Branch Kidd, F. J., Executive Director, Operations
Wilson, B. A., Assistant Deputy Minister, University Affairs Division



No. S-53

# Legislature of Ontario Debates

Official Report (Hansard)

### **Social Development Committee**

Estimates, Provincial Secretariat for Social Development



Third Session, 31st Parliament Monday, December 10, 1979

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

#### **CONTENTS**

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Editor of Debates: Peter Brannan.

Published by the Legislature of the Province of Ontario.



#### LEGISLATURE OF ONTARIO

Monday, December 10, 1979

The committee met at 3:25 p.m. in committee room 1.

### ESTIMATES, PROVINCIAL SECRETARIAT FOR SOCIAL DEVELOPMENT

Mr. Chairman: I call the committee to order. This afternoon we're dealing with the estimates of the Social Development policy field. If we may, I'd ask the minister to lead off with an opening statement.

Mr. McClellan: I may have inadvertently been given some documents by your staff on post-secondary school attendance.

Hon. Mrs. Birch: They're not ours. I hope you've not prepared a presentation based on that.

I'd like to quickly outline for the honourable members here today some of the important activities that have been carried out by the secretariat during the past year.

As the honourable members are aware, my primary function, and that of my secretariat, is the co-ordination of policy development among the ministries in the social development field. The consequences of this policy development are reflected in legislation, in changes in government policy and in recommendations for the annual allocation of funds made to the field ministries by the cabinet committee on social development.

There are many issues I could point to which have been discussed and dealt with within the policy field that illustrate the coordinating role of the secretariat. Some examples are: amendments to the Child Welfare Act, the health service organizations project, increasing the size of enrolment at community colleges, and the federal-provincial agreement on the operation of lotteries.

Staff of the secretariat chair a number of co-ordinating committees—for example: urban and regional planning, customer service, and the deputy minister's ad hoc committee on children's services.

In addition, the secretariat becomes involved in longer-range issues. An example is the issue of demographic transitions. We are co-ordinating a study of demographic trends, describing anticipated impacts on major programs and identifying implications

of these impacts on future policy-making. I would like to say that tomorrow, if it is acceptable, we will be quite prepared to have a presentation of probably 20 to 30 minutes: an overview on the demographic studies under way within our policy secretariat. That will depend on the members acquiescing to the 20 or 30 minutes it would take.

The population of Ontario 65 years of age and over, for example, is expected to grow from 8.9 per cent in 1976 to 13.6 per cent of the total population in the year 2001. By that year there will be two and a half times as many persons over the age of 85 as there are today. Obviously, the implications for our policies and programs are major.

Programs in the Ministry of Health are most vulnerable to the ageing of the population. If the elderly continue to utilize health services as at present, programs will have to adjust to increased future demand. At the same time, the number of people in the 0-19 age group is declining, with major implications for the Ministry of Education. It is for these reasons that a leadership and coordinating role is essential to help determine priorities for future policy making.

In addition to policies within the social development field there are a number of issues which also cross policy field lines, and in which the secretariat has participated in inter-field co-operation. One example is the issue of medical consents and the custody of mental incompetents. An interministerial committee prepared a discussion paper which was reviewed by the cabinet committee on social development and is now out for public comment.

[3:30]

Besides the general co-ordinating role on a variety of social policy issues, the secretariat plays a special role on issues which cross many ministry lines and which indicate the need for one ministry to take a leading role. There are four major areas I would like to refer to in this context. They are: the International Year of the Child, the family as a focus for social policy, the group homes program, and co-ordination of rehabilitation services.

The honourable members are, of course, aware of our participation in the International

Year of the Child. As this year draws to a close, I would like to comment on some of our achievements of the past year. All projects listed in the members' briefing books

were completed.

The children of Ontario have always been a foremost concern of this government. In the past few years we have developed programs and proclaimed legislation which have been hailed as progressive by many jurisdictions in this country. We amalgamated the services for children from four ministries and created the children's services division of the Ministry of Community and Social Services in order that a co-ordinated approach could be taken to the delivery of children's services. As well, the passage of the Children's Law Reform Act in 1977, and more recently the proclamation of the Child Welfare Act is testimony to our government's commitment to children on an ongoing basis.

However, in 1979 we wanted to undertake special initiatives for children and to encourage the widespread involvement of the people of Ontario through IYC-related activity. The response was overwhelming; what has impressed me is the tremendous spirit of support and co-operation that has marked

the year.

Since we wished to place particular emphasis on the preventive aspects of child care, we chose as our theme, "Today is for Tomorrow." Four major prevention programs have already had positive results and hopefully will have beneficial long-term effects.

The honourable members, of course, will be familiar with the public awareness campaign on mental retardation prevention, developed by the Ministry of Community and Social Services; the "Somebody is Watching" advertisements of the Ministry of Health; the \$4 million allocated from the provincial lottery for the children's services division for research over the next four years related to the evaluation and improvement of children's services; and the expansion of our neonatal screening program to include the detection of hypothyroidism.

This program has been especially significant, since a deficiency of thyroid hormone could lead to mental retardation. Through this excellent preventive screening program, 28 infants have already been identified and are being treated, with excellent prospects for a

normal life.

Throughout 1979 we have worked to strengthen the role of the family, to promote adaptation of positive lifestyles, and to stress the importance of prevention and intervention on high risk cases. New ideas and new programs have been put forth which will

give us much to build on as we move into the next decade.

As I indicated, we are very strongly committed to strengthening family life in Ontario. In last year's estimates I referred to the appointment of a committee on families; I am pleased to report that this committee released a discussion paper on the family in 'May of this year entitled, "The Family as a Focus for Social Policy."

The government believes that the family is our most important social institution, and as such must be the focus for our social policies. However, we feel that a thoughtful review of the needs of families is necessary before any changes are considered. What needs to be determined is which programs—community, volunteer, private or government—will strengthen the family? Obviously the views of many organizations and concerned individuals are vital in such a review.

This discussion paper is the basis for our public consultation on family life in Ontario. An initial mailing of 10,000 English and 1,700 French copies was followed by mailings, on request, of another 10,000 copies.

In September we held a seminar in Toronto, attended by 150 organizations and institutions concerned with policies affecting the family. Ten days ago we held our first regional conference in Kingston, at which we had delegates from some 30 locations in eastern Ontario in addition to Kingston itself. In spite of the first snowstorm of the year we had an attendance of more than 200 people.

We have encouraged participants at this meeting to return to their communities and continue the discussion among themselves, their colleagues, neighbours and families, and to make their views known, not only to government, but to the agencies and institutions involved with family life. We will be holding another three regional conferences in the spring of 1980 in Thunder Bay, London and North Bay in order to gather together the views and suggestions of people across the province.

We have introduced a quarterly newsletter called "Families" as another important step in the consultation process. It will cover significant developments on the family and will provide an information vehicle for groups and individuals within Ontario.

The government's intent is to take a leading role in supporting and strengthening family life, while at the same time recognizing that there are many other groups and institutions closely concerned with family matters and that they all have vital roles to play in the lives of Ontario's families.

The honourable members will be aware that in last year's estimates I referred to our role in developing a policy on group homes in the province and to the publication of a report from an interministerial working group which explored the subject and made recommendations on this issue.

This report, released in September 1978, defined the thrust of provincial policy on group homes: namely, to encourage municipalities to permit the establishment of group homes in all residential areas by appropriate changes to the official plan and the zoning bylaws. A number of specific recommendations were made for carrying out this policy.

Some months later, the Secretariat for Social Development was named lead ministry to co-ordinate all matters relating to group homes, and recently a provincial co-ordinator for group homes was appointed to ensure the implementation of all the recommendations in the report. The co-ordinator, Mrs. Jill Hutcheon, is available to assist municipalities in developing bylaws and ensure provincial representation at public meetings. Mrs. Hutcheon has been meeting with councils, planning and other municipal departments and agencies and other interested organizations.

In October of this year I wrote to all of my municipal colleagues enclosing proposed planning guidelines which outlined a recommended approach for including group homes in official plans and zoning bylaws. I have requested comments from the municipalities on these guidelines.

In the meantime, the children's residential services division file is being used to maintain the provincial registry for group homes and, as honourable members are aware, the Ministry of Intergovernmental Affairs has proposed an amendment to the Municipal Act which would allow every local municipality to pass bylaws providing for the registration of group homes.

The Children's Residential Services Act, proclaimed on June 15 of this year, provides for the licensing of all operators of children's residences providing for care of three or more children under one act and will provide municipalities with sufficient assurances of statutory provincial control over the standards and operation of all group homes.

Work has also begun on improving uniform standards for programs related to adult community residences.

One of the major recommendations of the group homes report was for the development of a public education program. The development of such a program is under way and we expect to be presenting proposed

materials to the Provincial-Municipal Liaison Committee in January 1980.

In response to my letter to municipalities, a number of municipal planning departments are already studying and investigating the implementation of a group home policy. We have been working with these municipalities to assist them in making the necessary changes. I intend to meet, as I say, with the PMLC early in the new year to discuss initiatives and our progress.

Since our policy is to encourage rather than enforce the policy we are finding it is a process best achieved by close contact with each municipality on an individual basis. This process is taking time, but we feel very strongly that it is important to allow municipalities and the public the opportunity to examine such an important issue and come to a responsible decision that reflects the needs of their own communities.

I would now like to turn to another area in which the secretariat has taken a leading role; that is, with respect to the co-ordination of rehabilitation services. As Provincial Secretary for Social Development, I find myself becoming more and more involved and interested in the needs of the disabled. The members are aware this government has stated that the whole realm of rehabilitation for the handicapped has a high priority, and much has been done this past year to meet these needs.

At the beginning of this year a provincial co-ordinator of rehabilitation services, Mr. Robert Waterhouse, was appointed, and he is working to encourage greater co-ordination and co-operation in provincial planning for the delivery of rehabilitation services and the development of policy affecting these services. Mr. Waterhouse is assisted by a team of co-ordinators from nine ministries, the Workmen's Compensation Board and the Civil Service Commission.

The job of the team is to co-ordinate provincial planning and the development of policy for rehabilitation services. It acts as the government's point of reference for the cases of individuals whose rehabilitation needs are not being met. It also identifies gaps and duplications in programs and recommends ways in which the integration of community rehabilitation services can be improved.

The team examines issues that cross a number of ministry boundaries, issues that affect the policies and programs of a number of ministries within the field or outside it. Its subcommittees are currently studying the issues of services for deaf-blind persons, interpreter services for the hearing handi-

capped, the economic status of blind and visually impaired citizens, technical aids and sheltered workshops. The team provides the central focus whereby such studies or briefs can be examined, reviewed, commented upon and action recommended.

A key member of the team is the head of the handicapped employment program. This program was initiated by the Ministry of Labour in April of 1978 to increase employment opportunities for physically disabled citizens within the private sector. Another key team member is the special services coordinator for staffing for the disabled within the Civil Service Commission, which is responsible for promoting jobs for handicapped people within the provincial government.

I would like to tell the members something about the activities of the Ontario Youth Secretariat. We are all aware that unemployed young people between 15 and 24 years of age account for approximately 50 per cent of the total unemployed in the province, and yet they make up only 25 per cent of the total labour force. The demand for jobs by young people is highest during the summer months and it is during this time that we operate the Experience program to provide job experience to those who might otherwise have been unable employment.

In 1979, the Experience program provided summer jobs to more than 13,000 young people. They were employed in such diverse programs as topographical surveying on agricultural lands, statistical analysis of information required for the Attorney General's office, design problems and analytical studies related to energy conservation, and working as ambulance driver attendants and travel ambassadors for Ontario's tourism program.

I would be very remiss if I did not note at this time my very deep sorrow-a sorrow all of us share—over the tragic incident in Nakina involving a number of young people, four of whom were Experience '79 students. The members, of course, are aware that a coroner's inquest is not yet completed.

I would like to draw your attention to the close co-operation of the Ontario Youth Secretariat with the federal government, particularly the Canada Employment and Immigration Commission. Together we have published a brochure entitled Employment Opportunities for Ontario's Youth, and have harmonized our advertising campaigns.

This has been of benefit to students looking for work and has made effective use of the resources of both of our governments. We look forward to even closer co-operation in the future and we anticipate a revised brochure for 1980 and expect once again to inter-relate our advertising campaigns.

We recognize a need to reassess Ontario's position and to develop a youth employment strategy in the light of the information we are receiving on demographic transitions, on general economic trends and on the federal youth employment initiatives being taken. This reassessment will be undertaken jointly by the Ontario Youth Secretariat and the Ontario Manpower Commission.

Members in the House on October 29 will recall my statement introducing the first Ontario Career Week which took place October 29 to November 4 to promote awareness of career education and the exchange of information. At the same time discussions were encouraged with teachers, counsellors, parents, employers and others involved in providing career advice.

Since work experience is an important component in preparing young people for the labour market, a pilot co-operative education program which places high school students in government ministries was designed by the youth secretariat. The secretariat also published a booklet entitled, The Job of Looking for a Job, which was widely disseminated and well received.

The expenditures of three advisory councils reporting to me are reflected in our estimates. A fourth council, the Advisory Council on Multiculturalism, has recently been transferred to the Ministry of Culture and Recreation following a decision to rename it the Advisory Council on Multiculturalism and Citizenship. Its mandate has been broadened to include citizenship matters, to make it more relevant to the community as a whole as well as to individual ethnocultural groups.

The three councils reporting to me are the Ontario Status of Women Council, the Ontario Advisory Council on Senior Citizens and the Advisory Council on the Physically Handicapped.

These groups meet regularly and present recommendations to us. I know a great deal of investigation and study goes into the preparation of their recommendations, and the work of the councils provides a very valuable service to us in meeting the needs of these special interest groups and of government in working to accommodate their needs.

The Ontario Status of Women Council published its fifth annual report this year. The council continues to work with the government and outside groups who share a common interest in the status of women in Ontario. Through consultation with the ministries involved in the issues it brings

forward, the council is able to exert a positive influence in the planning of policies and legislation affecting women in Ontario.

The Ontario Advisory Council on Senior Citizens has had a busy and productive year. In its work, the council has emphasized the importance of listening to the views and suggestions of senior citizens across the province. A variety of steps was undertaken. One of the major steps was a questionnaire in Especially for Seniors, the quarterly council newsletter which is sent to more than 750,000 senior citizens in the province.

This questionnaire brought responses from thousands of readers on the subjects of health. income maintenance, education and housing. Aside from assisting the council in formulating recommendations, the questionnaires provided an insight into how seniors feel, cope and live. These views were reviewed and quoted from in a council document entitled

Through the Eyes of Others.

Another important step was the sponsorship by the council of a two-day seminar last January entitled Workshop '79. The workshop was organized in consultation with major senior citizen organizations in Ontario and approximately 140 persons participated, more than half of whom were senior citizens. It focused on the subjects of health, income maintenance, education and housing, the four broad areas addressed in the newsletter questionnaires.

After reviewing both the responses to the newsletter questionnaire and the input from Workshop '79, the council made more than 50 recommendations to government. These recommendations now have all been reviewed

by the ministries concerned.

In the case of the Advisory Council for the Physically Handicapped, I should point out that many of the benefits the disabled enjoy today have evolved from the council's work. The council's recommendations have had a positive impact on effecting changes or modifications to government policies, programs and legislation. The council has been successful in establishing an effective network of communication and liaison with government ministries and agencies to facilitate its review of government policies and programs affecting our physically handicapped population.

That is a brief summary of the major activities of the Secretariat for Social Development over the past year. Our work, as I indicated at the beginning of my remarks, is broadly concerned with co-ordinating the development of policy in the Ministries of health, Education, Community and Social Services and Culture and Recreation, but also general policy co-ordination on issues that affect a number of ministries both within and outside our field.

We are able to take a leadership role in examining longer-range issues such as demographic transitions that have far-reaching policy and program implications. We are the focal point for current issues that require both leadership and an ongoing co-ordination

I spoke of the family as a focus for social policies, our work to encourage a group home policy in all municipalities and our central role as a co-ordinator of rehabilitation services. International Year of the Child, while a one-time event in one sense, reflected our continuing concern and involvement with services to children.

I will be more than happy to answer any questions members would like to put to me.

Mr. Sweeney: Mr. Chairman, if I lived outside the province of Ontario and somebody gave me this statement I would have to think all is well with social services in Ontario. It is a glowing document, However, there are others in Ontario who would suggest otherwise.

As you were reading, I just noted some headings I want to relate to. Obviously, in putting them in your opening statement, they

are points you feel are important.

I want to begin by saying I would be very interested in seeing your overview of demographic trends. If the other members of the committee would support that, I certainly would. I think it is important. As a matter of fact, it's something that's been brought up time and time again in many of the ministries within this policy field.

We have a sense that the government is not doing long-range planning and does not really have a full understanding of what's five, 10 or 15 years down the road. As a result, many of the problems we face today are the results of examples where information was available in the past-not should have been; was available in the past-but was not acted on.

There are two points from which I would like to see the demographic trends reviewed. First of all, exactly what does it say? Second, I would hope the minister would be prepared to indicate to us, as a result of what these trends indicate, what some of the longterm commitments are; not just hoped fors, but long-term commitments of this government based on those trends.

Two previous ministries were before this committee, On Colleges and Universities we had information dating back to 1963 and available in 1963, 1968 and 1973 that would have alleviated some of the scandalous youth unemployment situations we have today, especially with respect to the need for skilled trade training; information that was available and not acted on.

We also had, in terms of the Ministry of Education, information that was available seven or eight years ago. Ministers in both cases, by the way, have not denied that this information was available. That information would have alleviated some of the serious problems we're now facing with respect to declining enrolment in the schools. I mention these only to point out to you that simply telling us you have such information is not quite enough. We want to see clearly, we want to hear from you and from the other ministers in your policy field that in fact they intend to act upon this information in certain very specific ways. I would be pleased to see that tomorrow, but I would also hope that at the same time we would have some indication as to where you are going with that information.

I noticed early in your statement you used the word "prevention." I don't think you'll get any argument around this table from any of us in any of the three parties, including your own, that prevention certainly in the social services, in the human services, makes a heck of a lot more sense than cure. We are faced with a number of situations in which cures must be effected. I'm sure you're going to hear from other members of this committee where they feel you're not doing enough in this area. It is still much more

effective to prevent.

I just want to refer you to a statement which I'm sure you've read. It was a statement made by Doug Barr on November 15 of this year. I just want to read the second last paragraph with reference to prevention, because I think it says an awful lot.

"The government likes to talk about its commitment to prevention. At the children's aid society we believe we should be helping prevent family breakdown. We should be helping families stay together and preventing children from coming into costly, sometimes inappropriate, long-term institutional care. But unless the Ontario government starts giving us adequate funds we can't do the job properly."

That particular point comes up time and time again in all of the ministries within your policy field, whether we're talking of Health, Social Services or Education, and to a lesser extent Culture and Recreation. My colleague, Mr. O'Neil, will refer to that a little later. It's to a lesser extent there, but to some extent anyway. We hear the same point over and over again. People out in the field are telling us the funds that are made available are just allowing us barely to provide the ongoing daily absolute necessities. Moneys that we should have available to do the preventive work, which in the long run will prove much less costly, simply are not available.

It is outside your policy field, but you made reference in your opening statement on two or three occasions, towards the end particularly, about the ways in which you do cross over even into other policy fields in work that needs to be done in the fields of correction, education, children's aid societies, and learning disabled children-all are or can be preventive in nature.

I notice your frequent references, not only in your briefing book but also in your opening statement, to family. I'm impressed by that statement. I think you know a little bit about my background and why I would be impressed by your reference to family. I want to point out to you, however, that there are a number of things that we're going to have to do other than to make nice pious statements about families in this province. We're going to have to recognize some of the real problems facing families in this province and do something about that.

There was a very brief reference to parenting skills somewhere in your briefing paper. I can't remember exactly where it is. I want to tell you that's something that is a very real need in our society now. In my community, and I suspect it's probably true in most other communities in this province, there is a serious lack of opportunities for parents, young parents in particular, who in many cases came from broken families of their own, who in many cases came from families where they themselves were abused. Even where these particular lacks are not there, the kinds of backgrounds they come from do not adequately prepare them to be good parents themselves.

As I'm sure the minister realizes, we're living in an era where young people growing up in many cases-not in all cases, but in many cases today-do not see good models of what it means to be a good parent. Therefore, unlike in the past, although it wasn't perfect either-there was no such thing as the socalled "golden age of the past"; I don't mean that-I think there were more opportunities in the past for young people to grow up and to see sufficiently good role models that they could transfer it to their own ability to raise their families. That's becoming less and less possible today. Therefore, we're going to have to provide these parenting skills more often. [4:00]

In my own area, and I suspect in many others, there simply are not enough provisions for this. Strangely enough, a few independent and private groups are springing up and trying to do this on their own. Two of these have come to my attention recently. They're operating on shoestring budgets. I think they're genuinely trying to do something, but they sense, and they tell me, they're simply not getting the support of government. I think maybe that's one of the things we should look into.

Strangely, it happens more often than not that a small group of local people with good intentions and frequently with good backgrounds will start doing something that becomes very effective; then the whole thing folds because they don't have the necessary support and funding to make it work. I'm wondering if the minister could refer to this later on. Is there any conscious attempt to be continually aware of and to monitor some of these volunteer programs that are springing up around the provinces on, I would say, a very short line?

One of the problems is that some of these things are researched to death. You made several references in the early part of your statement today, such as, "We've got to look into this more carefully. We want to be sure we don't make mistakes. Hopefully next year this will be available." What often happens—and I don't think I'm telling you anything new—is that in the interval the thing collapses. When you finally decide that maybe it was a good idea, maybe it was worthwhile, and maybe it should receive more support, it's gone. That happens in several policy fields.

We've had a couple of examples like that in the drug and alcohol addiction fields. We've had some examples of that in certain child abuse prevention programs, where something good was going on but by the time government recognized it and was prepared to fund it it was gone. Everyone said, "Isn't that too bad?" We all shake our heads sadly and walk away and hope some day someone else will come along with a good idea as well.

I'm suggesting two things: first of all, a good monitoring system. Now that you have some of these regional committees—on social services, on human resource services, on children's services—out there, they should be reporting back to you or to another of the policy field ministers as quickly as possible: "Hey, there's something good happening out here. There's a group of people doing thus

and thus," whatever it happens to be. "They seem to be effective. Will you shoot some-body in here quickly to do a very quick evaluation, and say, 'Yes, that's the kind of thing we want to see done.' Here's a group of good people, well intentioned, capable. Maybe they need a little more skill, but they need a little bit of support to keep the thing going."

I'm not sure how much of that you do. Perhaps in your response to my opening statement you can react to that. Those kinds of things should be looked at, and you'll remember, of course, I was talking initially of parenting skills.

The second area of families that we've got to spend an awful lot more time on-and recently there was a fairly detailed series of related news items-is the single parent family. A large number of these single parent families are living in absolute poverty. That's about all we can say. I think about 95 per cent, or pretty close to that, of those single parent families are mother-led. Those young mothers are having a very difficult social and emotional time, as well as a difficult economic time. This is too bad. It shouldn't happen. But there are a number of times where services are available to these people and they don't know about it. They find out about it long afterwards, and when someone finally points it out to them they say, "My gosh, if I'd only known that."

Services are available, self-help services for example, to help them get out of the particular situation in which they find themselves. Again, of course, with the single parent families we know a number of these youngsters are having great difficulty in school because of the problems in the family. We know a number of youngsters from these families are abused, emotionally as well as physically. Despite our great concern over that abuse we understand why it happens. If we want to talk about prevention and really saving an awful lot of kids then we have to look at these single parent families.

One statistic I had not been aware of that was recently brought to my attention is that in the last 10 to 11 years—I think it was from 1967 to 1978—the number of young unmarried mothers who are keeping their own children has increased from 30 per cent to 88 per cent. Is that right?

Hon. Mrs. Birch: Yes.

Mr. Sweeney: That is just courting disaster. Which one of your ministries is doing anything seriously about that? I know the legal ramifications that you are not going to tear these children away from their mothers' breasts. That is certainly not what I am talk-

ing about. But what kind of counselling are these young women getting? Do we really know why they make the decision to keep their children?

A number of counsellors in my area keep telling me that so often these young mothers see their babies as simply a living doll, someone they can pour their love out to, someone they hope is going to love them in return, but they find out so quickly that that just doesn't happen. Instead, there's all the curtailment of their activities, all the difficulty of getting up at night when the child is sick and on and on and on

How much good solid advice is being given to these young women? I don't know. When we talk about single parents that is an issue we have to look at seriously. This is all in the area of families.

Finally, I think we are beginning to see over and over again that if we do not come up with some realistic minimal family incomes we are not going to solve an awful lot of the other problems. We can pour service after service at these people, but if they are continually being put in the economic situation where they don't even have a minimal income that doesn't make sense.

There was an article in today's Toronto Globe and Mail, and I am sure you saw it, written by Victor Malarek, Poverty Pinpointed as Culprit in Child Welfare. One paragraph in particular caught my attention. It was a cost analysis. Let me just share it with you,

"In a cost analysis, the report shows that a mother and one child received \$4,860 in social assistance from Ontario in 1979. If that child lived in a Metro foster home, he cost the children's aid society \$6,877, or \$2,017 more—and if in a group home, it would cost \$12,866"—or \$8,000 more.

I don't know how you look at it but those kind of figures, excuse my language, just sound screwy to me. It doesn't make sense. You have a mother and child trying to live their own lives, be somewhat independent and look after themselves and you are going to give them \$4,800. If the child ends up at the children's aid society we spend \$6,800 on it. If it ends up in a group home we spend \$12,800 on it. That does not make sense.

If we are really looking at the ways of helping some of these young families, and in this case we are speaking of the single parent family again, then we really have to look at some more realistic family income maintenance levels.

We are told in so many different ways by the Ontario Welfare Council, the National Welfare Council, Doug Barr in the children's aid society, and the children's aid society and the social services council in my area that in many of these cases the support amounts for these people, whether we are talking about children or families or whatever it is, is below what is traditionally called the poverty line. It seems to be consistently below that. Someone is terribly wrong somewhere. Either the figure for the poverty line is not right or what we are providing is not right. We have this constant conflict.

The damaging part of it is that it creates more problems for us. If we are really talking about meeting family needs, then where we are providing assistance for those families we have to see to it that that particular level of income, depending on the circumstances in which that family finds itself, is sufficient for them to live a reasonable life.

I noticed one of the next things you mentioned was group homes. I had a copy of an interesting letter with respect to that which you yourself sent out to—I think you used the term—your "municipal colleagues," very recently. This one was from Wilmot township, which happens to be part of my riding, and perhaps the minister may have—

Hon. Mrs. Birch: I recall it well.

Mr. Sweeney: Then perhaps you can help me understand something, because right at the very bottom of the first page here there is something that I wasn't aware of before. Let me quote the one section here: "Council is aware of recent court cases that deal with zoning for types of people and that this practice seems at best to be questionable."

The question that has come up is this: I understand the purpose of your letter to your municipal colleagues was to encourage them to be less restrictive with respect to allowing group homes in their municipalities. I applaud that; no question about that whatsoever.

I'm sure you might remember that Wilmot township pointed out to you that in terms of their percentage of group homes, compared with the rest of Waterloo region, and comparing their population with the Waterloo region, they are doing very well indeed, so I'm not referring to that as a particular parochial point. Rather, though, if you are encouraging municipalities to do something and there is a chance that that particular kind of zoning is illegal, then one side or the other had better make sure of what is legal and what isn't. That's something I would like you to refer to.

The second point I would like to make with respect to group homes is one we raised

very briefly, and maybe the minister was in attendance, a few nights ago when legislation was being debated in the House and we passed a piece of legislation allowing municipalities to register group homes. The point was brought up there by two or three people who spoke to that legislation, that somewhere along the line—and I'm not quite sure what form it is going to have to take—you or some other minister of the government is simply going to have to say to municipalities, "Look, you've got to take your fair share; you simply have to take your fair share."

I don't know whether it was the member for Bellwoods (Mr. McClellan) or the member for Etobicoke (Mr. Philip) who pointed out the scandalous situation existing in Etobicoke and Metro in terms of their absolute unwillingness to take their fair share.

Mr. McClellan: It was the member for Bellwoods.

Mr. Sweeney: I realize the long-term implications, the interventionist aspect of all this. That's why I say I'm not quite sure just what form it would take, but it would seem to me that in terms of population, or in terms of the case history of a certain municipality of the number of people needing group home attention that they turn out, they have to have their fair share.

I remember a couple of years back when I was working for the school board in Water-loo region, the social council in that area being rather bitter, quite frankly, about the number of young people from various other parts of the province who ended up in Waterloo county because they seemed to have a little bit more humane—I guess that's about the only word I can use—approach to group homes, and certainly in my judgement have done their share. Yet they felt that they were being put on, that they were being used by other municipalities sloughing off their responsibility.

I would have to say to you, Madam Minister, as people said to the Minister of Community and Social Services a few nights ago, that just talking about it apparently isn't going to work. In fact the government, through one of its ministries, is going to have to come out with some kind of a guideline, some kind of a policy, and say very clearly, "We're not going to tell you where you put them. We're very conscious of the fact that you can't flood any one area, that you're probably going to have to continue to have some kind of zoning restrictions, but you're going to have to take your fair share," and until you do that you're going to have what you have now, some

municipalities that do more than their share and others that just totally ignore what is a reasonable share.

[4:15]

Let me move on briefly to the physically handicapped. I was impressed by your briefing book and equally so today by all the things that are being done for the mentally handicapped. But there is something that happened very recently that I found difficult to understand, and it's also difficult to understand your seeming lack of involvement in it, or your policy secretariat's seeming lack of involvement in it. Once again perhaps there was something going on behind the scenes that we didn't know about, and I would appreciate having you, to whatever extent you choose to do so, fill us in on the legislation with respect to the physically handicapped.

The thing that surprised me was that the government seemed to have been caught so much off guard by the very angry—that's about the only word I can use—reaction of the physically handicapped people of this province towards the way in which that new legislation was being handled. I would have to think that somebody in the government would have sat down with these people and said, "This is what we're planning to do. Here's how we're planning to do it. How

do you react to that?"

I can't help but think that simply wasn't done, or if it was, their reaction was totally ignored. When we talk about an Advisory Council on the Physically Handicapped how could that happen, especially when the points that they have now brought to our attention seem so valid? They simply say, "For so long we are put out as being separate and distinct, the marked group. We don't want to be treated that way." It is clearly pointed out that by putting them under that legislation rather than under the Human Rights Code the imposition is on them to have to prove a situation rather than to have the commission do it for them, and that the restrictions with respect to certain aspects of income and pensions and a few things like that would not apply to them in the same way if they were under the code.

I am really making two points, that it's all very well to have this advisory committee, but if you're not listening, and you go through the debacle of that recent legislation,

there's something seriously wrong.

I would have to guess at this particular time—and perhaps the minister can advise me otherwise—that the government, and the Minister of Labour in particular, is going to withdraw that legislation. I suspect strongly that he will withdraw it and that we will end up with the protection for physically handicapped people under the Human Rights Code rather than under a piece of legislation which they have so clearly said is not acceptable to them. The minister hopefully can react to that.

You mentioned Experience '79 in your opening statement. Can I ask a question? You can answer it at a later time because I don't expect you to have the answer here

right now.

I have this booklet here that I assume is put out by your policy secretariat with respect to a number of things, but Experience '79 is included in it. I received this booklet in the Legislature on April 5, and I checked with a number of other people and they all received it about the same time. Maybe my checking wasn't wide enough, but let me just quote something to you.

I received it on April 5. Looking on page 10, there's noted a program involvement in municipal administration, deadline April 1. On page 11, "Experience '79, students in personnel, deadline April 1." "Students training in industrial relations, deadline January 16." "Experience '79, legal aid clinic, dead-

line April 1." Shall I go on?

Hon. Mrs. Birch: Yes, please do.

Mr. Sweeney: I think I've made the point, that the book was distributed and yet I just picked at random here five programs where the deadline for application is in fact earlier than when we got the book. I'm sure there's a reason for that and I would be delighted

to hear what the reason might be.

You almost finished up your opening remarks talking about senior citizens. I couldn't help noticing again-and it's just purely coincidence, I'm sure—a statement in today's Toronto Star, also about senior citizens, which points out how many of them are living in conditions that are just scandalous. The heading on the lead editorial in the Star is, Our Elderly Deserve Better.

Let me make two short quotes, and then I want to make a couple of references:

"In Metro, where there are 32,000 women in this situation, they must make ends meet on \$364 a month. That's \$76 a month less than the bare subsistence represented by the Statistics Canada official poverty line and a full \$276 a month less than the social planning council says a single person needs to live with some comfort, decency and dignity in this city."

Another quote here, and this group I think is having an even more difficult time than some of our seniors: "A woman who is widowed at, say, age 55, who has never

worked and can't find a job, has to try to live on municipal or provincial welfare of between \$218 and \$222 a month." That's even

less than a pensioner gets.

Once again, like support programs for families, it doesn't do very much good for us to tell about all the wonderful things we are doing for our senior citizens when those kinds of things happen. When we've got single senior citizens, men and women, and when we've got older widowed women who simply have to live on those amounts of money then we are going to have serious

problems.

There was a series of revelations recently, and I'm sure the minister saw them, about the number of older people who are committing suicide, the number of older people who are turning to drugs, who are turning to alcohol, and when you understand the literally destitute situation that some of these people are living in in terms of loneliness, in terms of not being able to get out and to participate, in terms of having very little money, in terms of being short on food, of having to watch every single penny all the time, then I guess it isn't surprising. It really isn't surprising that they're turning to suicide and turning to drugs.

There is something really wrong with a society which shows that suicide was the largest single cause of death in this city in 1977-and I understand it was repeated in 1978 but I don't have the final figures yet for 1978-for young people between the ages of 15 and 19. I understand across the country as a whole-Ontario is not the only one -suicide is the second-largest cause of death. Automobile accidents come first, and in most of those the young people were under the influence of alcohol or drugs. In a number of those-and this is a strange twist-those who investigated these automobile accidents guessed-and that's about as far as we can go-that in a very high number of cases it was a form of suicide as well, that it really wasn't an accident at all.

So we have in our society on the one hand large numbers of young people taking their own lives, and on the other hand large numbers, or sufficiently large numbers, of older people taking their own lives. It really says something about our society when our youngest citizens and our oldest citizens are turning increasingly to suicide, to drugs, to alcohol. There's something wrong, and all the great and wonderful programs that we are putting into place just aren't meeting their needs anyway.

One of the aspects of senior citizens that we bring up over and over again, and it's going to have to be repeated until a sufficient amount is being done about it, is the assistance for senior citizens who wish to remain in their own homes. One of the areas which I understand needs more attention these days is subsidization for home maintenance. Senior citizens are telling me that on their fixed incomes they simply can't afford to get their roofs repaired, and the gutters repaired, and the electrical and plumbing maintenance, and things like that.

I would like to hear from the minister some time before these estimates are over what programs they either already have in place or which ones they plan to put in place that would help senior citizens to maintain their own homes as long as they possibly can.

Of course there is another whole group of home maintenance programs that we have talked about in the past, and that is the Meals on Wheels, the visiting medical assistance, the part-time live-in help, all of these to allow our senior citizens to remain independent and in their own homes as long as possible.

Finally, perhaps we can come back to that famous Brampton Charter and find out when our senior citizens are going to be relieved of paying educational taxes on their property. As I say, we bring it up every year, and we are going to continue to bring it up every year until something is done.

Finally, with respect to senior citizens, I would like to know what the ministry is doing about providing incentives to families to continue to look after their aged relatives. We now have taken, in my judgement, an important first step to providing incentives for families to look after their own handicapped children, retarded and handicapped in other ways, and that makes an awful lot of sense. It's good for the kids, it's good for the families, and in the long run I'm sure the record will show it saves the province money. I would like to know what incentives there are for families to continue to look after their old.

I say this not in a sense of a reward for people who should be doing what they can anyway, but simply to recognize that many families today are so hard pressed simply to meet the needs of their immediate "nuclear family" that they have neither the energy nor the funds to look after aged relatives. Many of them would like to, but they need some assistance, and I would like to know what programs are in place, or are planned, to provide that kind of assistance, for however long it's possible. Maybe it's only for a matter of two, or three, or four years, but even that would be preferable to having

them in an institution where they are relatively alone.

I want to turn very briefly now to the whole question of children's services, because it seems to me that if your ministry has any validity at all it should have it in this area. I understand, and I stand to be corrected if I am wrong, that the interministerial committee on children's services has been disbanded, or something has been done but I'm not quite sure just what it is. I want to know just what is the co-ordination that is presently in place.

I want to refer very briefly again to that article I referred to a few minutes ago, and it highlights what we have said over and over again should be the role of your ministry. Let me just quote one sentence here, referring to children's services: "The system is needlessly complex and fragmented so that some services are wastefully duplicated and unco-ordinated, while others are inadequate or nonexistent."

You may wish to respond to that statement. That, of course, is a Canadian perspective, it's not solely Ontario. The question has to remain what are now, currently, the co-ordinating mechanisms within this government for children's services?

#### [4:30]

As I indicated a few minutes ago, my understanding is that since a lot of the services have been moved to the Ministry of Community and Social Services there just isn't a co-ordinating mechanism. I have to raise this question with both the Ministry of Education and ComSoc in an area, for example, like vocational rehabilitation for children with learning disabilities. There does not seem to be the sufficient co-ordination that needs to be there.

While I am at that, perhaps you could confirm for me a report I received that a \$25,000 grant to the Association for Children with Learning Disabilities either has been or is about to be discontinued. I find that very surprising and quite distressing, because there are few voluntary organizations in this province that have worked as long and as hard on behalf of a very special group of needy children in this province as has the Association for Children with Learning Disabilities.

If that \$25,000 grant is going to be taken away or has been taken away I would like to know why. If it isn't going to be I would certainly like to know that so I can get back to the people who have complained to me. If in fact it is to be taken away I would like to know why, and secondly, what you plan to put in place as an alternative for that, because

that particular association says this grant is a very important part of its funding mechanism. I really don't know how much it will cause their services to deteriorate.

I see the time is flying once again. I want to briefly raise the question of day care again. It has been raised every year. Again, it has been raised in the estimates of the Ministry of Community and Social Services, but we continue to be faced with a very large and a very growing need. Your briefing book indicates pretty clearly the percentage of working mothers that is growing constantly. I understand that in most areas of this province more than 50 per cent of mothers are working outside of the home. I have to be careful to use those words, otherwise I would get into trouble-working outside of the home. That is in addition to working inside of the home. I got into some real trouble when I made the mistake of saying that last year.

When we talk in terms of a growing need it is precisely that. It is not something that is standing still. The minister will remember a couple of years ago when a survey was done in Metro and it showed that where there was provision for something like 8,000 to 10,000 spaces there was a need for something like 100,000 spaces. That's a very big need.

The other aspect of this that has been brought very recently to our attention is the concern about some of the day care that is provided; the plopping of a young child in front of a television set at 8:30 in the morning and picking him up at 4:30 or five in the afternoon. If you want to talk about prevention rather than cure, that's something we very definitely have to look into.

The second aspect of day care I would like some information from the minister on is the use of schools for day-care centres, and the extent to which the offerings of that day-care centre are to be in any way co-ordinated with the offering of the school. I don't know what the minister's or the government's policy on that is. I would like to hear what it is.

Day care continues to be a growing and serious need in our society, and it really doesn't do any good to say that a lot of the kids who are requiring day care should stay home. That doesn't solve the problem, unfortunately. That's been said before by others, but the fact remains that a number of working mothers who now are being added to the work force do have children, and those children do need some kind of day care while their parents are working. That day care should be of the best quality we can provide. There just seems to be too much evidence that this is not happening.

With that, Mr. Chairman, I will reserve the rest of my points for questioning later on.

Mr. McClellan: Mr. Chairman, this is either the fourth or the fifth estimates of the secretariat that I have participated in. I may have been critic for too long. I don't want to repeat, ad nauseam at any rate, all of the concerns we have raised successively over the last four years, but most of the problems remain very much with us so we are forced to go over ground we have gone over before. Maybe I can try to be selective in some of the topics I deal with in the leadoff. I want to limit my comments to one or two areas.

The International Year of the Child is lurching towards its melancholy conclusion without any concrete or tangible achievement. I spent a considerable amount of time in the Ministry of Community and Social Services estimates talking about what I am convinced is a reality, that children's services at the end of 1979 are, in many respects, in just as much of a shambles as they were in 1975 or 1976 when the interministry report on residential services was received by the government and made public.

I don't think that's in dispute. I think if you talk to anybody within the children's services field they will say that the pressures on them as service providers, whether it's in the children's aid society, the children's mental health centre, a group home, or wherever—the pressures on them in 1979 are in many respects worse than they were in 1976. That's as a result of your constraints and restraints. You can't reform children's services and constrain budgets to levels below the rate of inflation at the same time. It is simply impossible. You can't do it.

The only way you can bring about reform is to be generous with your funding, and I think that's almost an iron law. You can't introduce a new social service system or restructure a social service system and at the same time have as your overall priority a policy of restraint, constraint, or cutback, however you want to describe it. Yet that's precisely what you're doing and the damage is starting to show up in case records. The material that was in the report on the five children's aid societies was an overwhelming indication of the difficulties that social agencies are facing because of the constraints.

As I say, I don't want to go over ground that has already been covered, but just make the point that if you are serious about reform you have to match your rhetoric and promises with resources. There's no choice for you. If you're not prepared to match your rhetoric with resources you should have the

decency to tell the people exactly what you're doing rather than pretending, on the one hand, that you're engaged in the process of reform, and, on the other hand, constraining budgets to levels below the level of inflation, cutting treatment beds and causing enormous damage within the children's service delivery system.

I am absolutely convinced it's a matter of documented record that this is precisely what

is taking place.

Let me focus on one or two things. As I say, we have gone through the Year of the Child and observed a significant amount of deterioration in the service delivery system. We have had no new initiative or any particular generosity. For me, the most glaring inadequacy in this government's social policy remains its day-care policy. We remain unique, leaving aside the United States, among western industrial nations by not having a day-care policy in this country.

The Ministry of Community and Social Services, your ministry, the government itself, has no policy on day care. We have made a series of attempts to develop a policy. When it looked as though the advisory committee on day care, under Mr. Taylor, was about to proceed fruitfully to the development of a useful policy, it was exter-

minated.

There are internal policy reviews on day care under way which we keep hearing will say something at some point in the future. But the fact remains we have no coherent day-care policy, although 54 per cent of women in the province are in the work force.

The government continues to pretend there is no overwhelmingly serious problem with respect to need despite the evidence. The Social Planning Council of Metronolitan Toronto was commissioned by the federal and provincial governments to do a long-term study of dav-care needs in Metropolitan Toronto. It is the first study that has been done since the early 1970s. That work is now complete and we have an understanding of how serious the unmet need is in the Metropolitan area.

We have learned from the social planning council's day-care study that between one half and three quarters of all mothers in Metropolitan Toronto with one or more children under the age of seven are engaged in activity requiring child care. Fifty-two per cent of this group of mothers are either working or looking for work, yet only 14 per cent of mothers who require child care have children in licensed group day-care facilities.

There are only 13,500 licensed day-care spaces in Metropolitan Toronto. Using the

estimate of half to three quarters of all mothers with children under the age of seven, they discovered there were 156,000 children who required and received some form of child care.

If we eliminate women who aren't actually working from that group we come up with the figure that, as Mr. Sweeney said, there are 100,000 preschool children in Metropolitan Toronto whose parents are working. They are in unsupervised substitute child care arrangements; 100,000 kids who are in need of child care and are in some kind of unsupervised child care arrangement. Many of those children were labelled in the study by the social planning council as being at risk because of the inadequacy of unsupervised private home day care as a vehicle for providing child care.

It remains a matter of complete mystery to me why the government continues to attempt to refute the findings of the social planning council's child care study. I'll repeat again some of the findings of that study. Taking Care, which was the report of the study that dealt with the adequacy of private home day care, gave the picture in the main, and I quote from the social planning

council summary:

"The picture presented by the data is in the main a picture of custodial child care. It is generally a picture of arrangements with small numbers of children, few creative activities, considerable television viewing and a program structured more around care givers' housekeeping responsibilities than the devel-

opmental needs of children.'

It goes on to describe a picture of mediocre care for the majority of children in private arrangements. They add, "The study also revealed a minority of children placed at risk by exposure to poor quality care." Thus, for example, 13 per cent of the care givers reported that children in their care view at least four hours of television a day. So what you have is a situation where the child care provider and the real day-care worker in 13 per cent of the private home arrangements is the television set.

[4:45]

Nineteen per cent of care givers with children two years or older offer programs low in richness and variety of program activity. Eleven per cent indicated that the children had not been outdoors in the past week.

It is totally irresponsible for the government to continue to stick its head in the sand and ignore problems that have been identified in relation to the adequacy of private home group care. There are 100,000 children

who, of necessity, require some kind of child care and you have provided only 13,000 licensed spaces in Metropolitan Toronto.

The reason we have to talk about Metropolitan Toronto is it's the only area that has been studied. We still don't have any kind of updated needs study for other parts of the province. We can probably extrapolate. I don't intend to try to guess. But I think it is the responsibility of the government to do an updated determination of the need for child day care. That's easy enough to do.

It's a question of counting the number of women with preschool children in the work force. If the government seems incapable or unwilling to do this, then relate the mystery to me, why do they continue to be so irresponsible with respect to this issue of day

care?

We know about the needs and we know about the inadequacy of existing private home care arrangements. These are matters of established fact. When we look at the government's own day-care programs, firstly with respect to expansion, forget it. The government has had a freeze on day-care expansion in effect since 1976, so you can count the number of new day-care spaces. It's absolutely irrelevant to the need, just barely holding the line.

Figures across the country are very melancholy. There has been an actual decrease in the number of day-care spaces in Canada over the past year.

The government continues to run day care as a welfare system. This remains an enormous part of the problem. In order to be eligible for a day-care subsidy you have to be very poor. You have to go to the welfare office. You have to submit yourself to the humiliation that our welfare system still uses as a way of discouraging people from going on welfare. In this city, it means you have to go down to the George Street office or one of the sub-offices of the Department of Social Services and submit yourselves, as any other welfare supplicant, to the kind of means testing process that has traditionally been a means of discouraging people from applying for welfare.

An element of humiliation is built in as part of the process. It is one of the ways governments have historically attempted to discourage people from going on welfare. That is what you have to go through in order to qualify for a day-care subsidy in this province.

The day-care subsidy form, form 7, is probably the most humiliating of all the means testing procedures still in use in this

country. You have to bare your financial soul in minute detail, in exquisite detail, if you want a day-care subsidy in this province, by filling out form 7. You have to reveal all aspects of your private financial life, lay it out for the welfare worker, then they will determine whether you qualify for a day-care subsidy.

I am not saying anything new to you. I have made this argument about the folly of administering day-care subsidy through the welfare apparatus for the past four years. I have argued that what has been happening in day care is that it is becoming increasingly a welfarized, stigmatized, ghettoized service for low-income people with all kinds of needs, aside from the need for child care. That is happening, there is no doubt about that.

The interesting thing is the social planning council study confirmed the observation I have been making for a number of years; that the structure of the funding arrangements in day care serves to squeeze out everybody except the very poor and those who are relatively affluent. If you are poor and you are willing to submit yourself to the welfare office you can get your subsidy. If you are affluent you can afford the cost. But for middle-income Canadians in this province forget it. According to the social planning council study, if your income is between \$10,000 and \$25,000 a year you are in a position where you can't afford day care and you can't get help.

I don't know how much longer the government can continue to ignore the reality of the mess that day care is in in this province. I think you are destroying the program by welfarizing it. Whenever you welfarize a program you attach a stigma to it that makes it somewhat less desirable and you fill the centres up with people who have problems aside from the need for child care, and that

further aggravates the process.

I don't know what good it is to try to offer a public day-care system that eventually will be dealing only with kids with problems any more than it makes sense, and I use the analogy, in the Ontario Housing Corporation program. Surely we have learned from that sorry experience of the folly of only providing a housing service for people with all kinds of problems additional to their need for housing. I think we have learned something about not concentrating folk with problems in huge homogeneous developments.

I warn you that we are heading in the same direction in day care. I don't think we are there yet, thank God, but I think the pattern is very clearly established. As the subsidization process continues to weed out all but the people who are very poor or relatively poor and exclude middle-income folks you will have a repetition of the unhappy process we saw in Ontario housing.

Secondly, of course, the majority of people are frozen out of the day-care market because they can't afford it. The majority of the people, being in the middle-income group, simply can't afford the enormous cost of day care on the private market, so only those who are relatively affluent can afford day care for their children.

So you have a classic example of effective demand being reduced by your own funding policies, the structure of funding and the inability of the day-care system to get subsidies to people. Again, the consequences are that people are forced, by economic necessity, to make second or third rate choices, so people don't go into group day care. I believe we have a quality day-care system in this province, despite some at-tempts to deal with staff ratios and things like that. The quality of the program in this province remains good because we have high standards, and it is precisely because we have high standards that the program isn't available for most people, so they make second and third rate choices.

The minister has a unique opportunity at this particular time. We have identified some surplus space in our school system because of declining enrolment and we know the kinds of problems that are taking place within the welfarized day-care system. I think this is a unique opportunity to formulate an adequate day-care policy and move towards meeting those needs by taking advantage of the situation in the schools and expanding the number of group day-care spaces by using school space and school facilities.

A recommendation was put forward to you by the Ontario Status of Women Council in its most recent report. I was dismayed to note in the report that you had appeared to dismiss their suggestion out of hand. That seems to have been tempered somewhat in the briefing book with a cautionary note that once the province's day-care policy—whatever it is, that will be produced by the Ministry of Community and Social Services—has been produced you may be more receptive to accepting their recommendation. I am a bit confused as to what your response to their very sensible proposal was.

Let's review their proposal. It was to endorse the principle of the community school "that the government of Ontario provide monetary incentives for the renovation of existing suitable facilities into child-care centres which comply with the Day Nurseries Act"; and, "that the Social Development secretariat set up an interministerial steering committee for community schools composed of representatives of the Ministries of Education and Colleges and Universities, the Ministry of Community and Social Services, the Ministry of Culture and Recreation, the Ministry of Health, and the Ministry of Intergovernmental Affairs."

I think you could leave Culture and Recreation off the list. But it would be enormously useful for the government to set up some kind of senior committee at an interministerial level, to start planning for the expansion of group day care, that expansion to take place within the school system, within school space, within school facilities. That will not in itself be a sufficient response to the need for day care unless you move to change the existing basis for day-care subsidization. As long as it remains a welfaretested subsidy under the Canada Assistance Plan it remains hopelessly inadequate.

I understand the implications of your being locked into the terms of the Canada Assistance Plan for purposes of cost sharing, I understand that full well. But I also understand that in Metro there are 100,000 kids, many of whom are in inadequate facilities. This province is going to have to show some leadership in exploring, designing and initiating alternative forms of subsidization to that available under the Canada Assistance Plan. It is not beyond the capacity of a provincial government to do that. Until you do that you are faced with the problem of effective demand. People can't afford day care unless you are more generous than the Canada Assistance Plan currently permits you to be. That means going it alone.

#### [5:00]

If the government is serious about its stated policy in two areas then you would be prepared to make this move. First, its stated policy with respect to prevention of problems that affect families and children, because we know that day care is the most effective preventive service we have in our array of services. Second, if the government is serious about its stated policy of wanting to promote the equal participation of women in the economy, then that too would motivate, prompt and indeed compel you to alter your policies with respect to day-care subsidization.

On both those grounds-children's services from the preventive perspective and from an economic perspective with respect to the participation of women-you are obliged to deal with the day-care issue as it is central to both questions. You can't pretend to be dealing with either prevention or equal participation in the absence of a day-care policy which permits those who need quality daycare service to obtain it at a price they can afford.

I don't pretend that we can move initially into free universal day care; I don't make that pretence for a moment. I understand some of the cost implications of providing sufficient day care to meet the need, because it has been neglected, particularly over the past four years. I understand the implications of moving to meet the need, and I am not proposing pie in the sky.

I think we have to move towards the objective of universal free day care and that remains a long-term objective, but in the intermediate period it is possible for you to enunciate a policy that would permit the expansion of day care sufficient to provide access to affordable quality day care for those who need it, which period of time you would have to determine in accordance with your own priorities.

I don't pretend that group day care is the only way to provide day care, and I conce le that private-home day care can be an adequate alternative. Group day care has to be expanded-it is ridiculously inadequate at this time-but I don't pretend you can expand group day care overnight to meet all day-care needs.

That means we have to be looking at private-home day care, the quality of care, ways and means of upgrading the quality of that care, and guaranteeing to families that if they use private-home day care they can be at least assured that their children are going to be well cared for, not cared for by a television set, or by somebody who is sick, or by somebody who may have so many problems they can't provide adequate child care.

Let me propose that you look at the question of a voluntary licensing of privatehome day care combined with a subsidy program that would encourage private-home day care providers to apply for either licensing or registration. There should be some criteria that would guarantee a parent that licensed or registered providers were providing a certain standard of service. Secondly, as an incentive for private-home day care providers to move into the registration or licensing program, you could provide access to subsidization.

Those two measures taken together, registration plus subsidization for registered private-home day care providers, would give you a way of upgrading the quality of privatehome day care and avoiding the kinds of problems which were identified by the Social Planning Council of Metropolitan Toronto. At the same time it would give an assurance to parents that if they choose private-home day care, for whatever reason, they would not be placing their children at risk. I don't think we can give that assurance in 1979 to the people who are forced by economic necessity to make arrangements which are inadequate.

I would be interested to hear your response to that general concern and to the specific set of proposals that you move day care into the schools and expand the number of group day-care spaces; revise the funding formula to subsidize middle-income people so they are not bankrupted by day-care costs; establish a program of optional licensing of private home day-care providers, combined with an eligibility for licensed or registered providers for subsidization if people are mak-

ing use of their service.

We can have some discussion when we get into the estimates line by line, but I hope, you aren't going to continue for another three or four years with your head in the sand, pretending everything is all right and expanding by 700 day-care spaces a year in the entire province is somehow an adequate response to the day-care needs of families in this province. That is simply pathetic.

Let me deal with the second point, which without being unkind, has to do with a modest proposal for rehabilitating your ministry. I remain perplexed as to the continued justification of the secretariat, and as you continue year after year to describe your activities I become more perplexed.

For example, you are co-ordinating rehabilitation services and at the same time the Minister of Labour (Mr. Elgie) changes his name to Ministry of Labour and Manpower and expresses an interest in assuming a central role in the provision of manpower services to the physically handicapped, and the Ministry of Community and Social Services has its own piece of the territory. I don't see any degree of co-ordination. I see ongoing rivalry between competing ministries for their own territory.

The Ministry of Community and Social Services has programs that are completely incompatible with programs run by the Ministry of Labour, which are, in turn, incompatible with programs run by the Work-

men's Compensation Board.

The only way you can co-ordinate programs is to put them under one roof. I have said in the past that I think the appropriate roof is the Ministry of Labour and Manpower, so I am not too thrilled with your descriptions of non co-ordinating and co-ordinating roles. That's what they are and they perpetuate the chaos within government.

There is something you could usefully do. It was by way of a modest proposal for your justification and it came out of your interest, which I accept as a legitimate interest, in the family as a focus for social policy. I think there is a creative role for a Social Develop-

ment secretariat in this realm.

It was spelled out not by your committee on families or by this perpetual process of seminars and discussions which you seem to have initiated, but by Ralph Garber in his keynote address to the seminar that was held in Toronto this fall. I can't remember the exact phrase he used, but he was proposing that the government undertake an ongoing family impact evaluation or assessment. I forget the word he used. Perhaps Alan can help.

Mr. Backley: No, not off the top of my head. We might be able to find it.

Mr. McClellan: I was desperately looking through my notes and I couldn't find it. He had a very mellifluous phrase which I wish I could recall. At any rate, what he was suggesting was that it is appropriate for government to undertake an ongoing process of self-examination, to be looking at the impact of government programs on family life to try to assess what particular programs actually do, either to help or to hurt families, and to have a central place where these kinds of studies can be done.

The data can be collected and fed into the appropriate policy-making bodies so there can emerge rational planning in aid of strengthening families on the part of government as whole. At this point we don't really know whether any given program is serving to strengthen families or to do the opposite. We have a kind of a hit-or-miss approach. Sometimes we're on and sometimes we're off, or sometimes a particular program is nullified by another program. I don't have to explain the rationale to you, because I think you accept it and I think you would probably like to move in that direction.

I simply want to say I support that initiative. I think it would be a unique operation for a government to take on that kind of ongoing process of review, of self-criticism. It's enormously important, if we're serious about wanting government programs to serve

to strengthen family life. That's an objective shared by all in this room and in the Legislature. I think the device of a family impact monitor within your ministry is an enormously creative and helpful suggestion.

I hope you won't be content with a series of seminars, discussions, policy papers, white papers, green papers, orange papers, with a perpetual process of discussion, but that you will continue to push within cabinet for the authority to establish an ongoing family impact review process within the secretariat. I think that would serve, finally, to justify the existence of the secretariat in a unique way.

As I said, I have never been very comfortable about the success of your co-ordinating role, because I don't see any tangible, concrete results, but this could be genuinely

useful and helpful.

Let me touch, by way of conclusion, on two other issues. You talk about your concern for the aged. I'm quite happy to look at your slide show, the thing on demographic projections. I hope you will have something permanent for us to take away as well.

We've received some excellent material on demographic projections from Lawrence Crawford, in the ministry. I'm very anxious to receive whatever material you have, but we're even more anxious to receive two things from the government. One is your package of legislative proposals to provide for the development and establishment of a comprehensive network of home support services for the elderly.

[5:15]

We have been given various promises and assurances of legislation in the works. We still have no indication of when we might see that legislation. Until there is a legislative framework that permits the orderly funding of home care, home help, home support services to the elderly, it is all a question of pilot projects and ad hockery that is, and will remain, inadequate. We want that legislation and we want it quickly.

The second thing we want to see from the government is a statement of pensions policy which acknowledges the current reality that the public pension system in this country is totally inadequate to provide for the retirement needs of Canadians. That's a simple empirical observation. Even the Economic Council of Canada—that coterie of reaction—has said that the existing system, relying as it does on private retirement insurance, can be given only one more chance.

Nobody in my party expects that the private insurance system will pass the litmus

test. It has failed hopelessly. Sixty per cent of Canadians still have no private insurance. Most Canadians can't afford to save for their retirement needs. We remain one of the few western industrial nations without a coherent pension plan. Retired Canadians have to try to put together a retirement income from a hodge-podge of six or seven different programs—old age security, guaranteed income, supplements, spouses' allowance, Canada Pension Plan, Gains, It's absurdity.

The reality is that single pensioners in Ontario, even with OAS, GIS and Gains, are

still below the poverty line.

That's the second thing we want some commitment on from this government. Your record has been absolutely hideous. Ontario has vetoed the drop-out provision for the Canada Pension Plan. Ontario has insisted that the Canada Pension Plan must be fully funded, as opposed to pay-as-you-go, which could raise benefits to an adequate level.

You seem to be moving away from your opposition to pay-as-you-go. At least there have been a number of sturies that have come out from Treasury—the most recent one in September—that at least took a neutral position between fully funded versus pay-as-you-go. I would like to know from you what that means, if you know what it means.

I would like to know whether your position as a government is still opposed to the drop-out provisions of the Canada Pension Plan. I would like to know when you intend to raise the Gains rates so that they are above the poverty line for single pensioners. As I said, we would be happy to look at your demographic projections, but we would be even happier to hear about some concrete proposals that would actually benefit senior citizens in this province.

The final point I wanted to make, with exquisite brevity, has to do with the zoning bylaw issue. Mr. Sweeney touched on that, and we are dealing with Bill 173 again tonight. I have come to the end of my patience with the voluntary approach. You will just have to excuse me, but I don't see this as anything other than an issue of basic human rights.

I get distressed when I hear the member for Wilson Heights (Mr. Rotenberg), parliamentary assistant to the Minister of Intergovernmental Affairs (Mr. Wells), display such a complete lack of understanding of this issue as a human rights issue. I don't know where any municipality in this province feels it has the right to discriminate against disadvantaged people. I don't know

what kind of principle that kind of discrimination is consistent with.

The parliamentary assistant was talking about this last week as a question of principle. What principle can supersede the basic right of any citizen to live in any community of this province? I don't know how you can continue to tolerate the discriminatory zoning practices of municipality after municipality.

I can understand your initial decision to go with the voluntary approach, because it is preferable to move people by persuasion. Nobody disputes that. But we have been waiting now for too many years, and too many people are still suffering institutional incarceration because of the refusal of municipalities like Etobicoke or Scarborough or York—which doesn't have a single group home—or East York, or North York to permit disadvantaged people to live within their hallowed, sacred precincts.

I think you should bite the bullet and take the option you rejected as totally undesirable in your group home report. I really feel that, because there is not the kind of evidence of progress in moving towards model zoning bylaws that I think you had hoped for, or the Ministry of Community and Social Services had hoped for. The result has been stalling, delay, procrastination and perpetuation of a basic violation of human rights.

I throw the question back to you again. How do you tolerate that kind of a human rights violation? How do you justify it? How do you continue to be relatively passive—and that's what your approach is, a passive approach—in the face of a systematic viola-

tion of people's human rights?

How can you justify giving a municipality the power to violate people's human rights in that way? Surely the time has come to draw a halt to it. If municipalities won't do it on a voluntary basis you will have to do it for them in the same way that we do not permit people to discriminate under the Human Rights Code of this province. The same arguments were once made against introducing human rights legislation: that you can't interfere with the autonomy of the individual. It's precisely the same argument.

Finally, we bit the bullet. We introduced human rights legislation. We said: "No, it's intolerable. A civilized society can't accept this kind of behaviour." It's time we did precisely the same thing with respect to the rights of disadvantaged people to live in communities of their own choice as opposed to being incarcerated in institutions.

That time is now. You will have our support. I realize it's a tough decision for a government to make, but you won't have any

criticism from us in the face of any anticipated opposition. We will support you. We will applaud you. We will say it is a courageous thing that you are doing and give you

our wholehearted support.

I ask you to go back to your colleagues and tell them that your patience is exhausted, as I suspect it is, that the patience of the Minister of Community and Social Services (Mr. Norton) is exhausted, as I suspect it is, and that a number of your colleagues feel privately exactly the same way I do. It is time you had the courage to give some real leadership on behalf of disadvantaged people.

Mr. Chairman: Would the minister care to respond to the opening remarks of the critic?

Hon. Mrs. Birch: Yes, I would. Probably I can address both critics at the same time. I'll try to address all of the particular questions

that were posed.

If it's all right perhaps I could get this out of the way to begin with, Mr. Sweeney. This is the brochure that was put out from the youth secretariat with the Experience program. It was out early in February and it contains all of the programs with the dates that are necessary for anyone applying for the program. The other program that you spoke of is a combined federal-provincial program, and although there are some programs under the youth Experience responsibility—and the dates are outdated—it was a question of the co-ordination between the two levels of government, and certainly it's something that we will see doesn't happen this year.

Hopefully, not too many people were inconvenienced because they already had an opportunity to look at this program as it relates to just provincial programs, and it was distributed to all schools in very early Feb-

ruary, so it was available.

If you don't mind, I will respond to the group home questions that were posed, and I think I will begin by saying that I too feel that every disadvantaged person has a right to remain in his or her own community regardless of the special needs of that person and regardless of the area of the province that he or she lives in. We decided to go this route because we thought we could encourage municipalities to accept the responsibility and recognize that they did have a responsibility to their own citizens.

Mr. Sweeney: Do you mean the registration route? Is that what you are referring to?

Hon. Mrs. Birch: No, no, voluntary zoning to allow group homes. We felt we would like to encourage municipalities to recognize that they did have this responsibility. I am not sure that it isn't working. It's a slow process. We have had a very positive response from many communities across this province which are looking for model bylaws they can implement, so I am not ready to write it off as an impossible situation.

I personally feel very strongly that to invite group homes in a community that is hostile isn't really doing the community any good or the people who have to live in that kind of an environment, and if we can do it through this route of encouragement and through our co-ordinator, who is willing and has travelled to different municipalities explaining the reason behind the provision of group homes, I think I would like to try it for a little longer rather than mandating it.

Mr. McClellan: How much longer?

Hon. Mrs. Birch: I am not about to put a time limit on it, but there are at this moment some 840 group homes in this province, so it isn't a new program.

Mr. McClellan: Eight hundred of them are in Parkdale.

Hon. Mrs. Birch: I don't know that there are that many in Parkdale, but it is not a new program by any stretch of the imagination. There are a number of them.

Mr. Sweeney: Excuse me, please. To the best of your knowledge is there any municipality in this province that doesn't have some handicapped people, that doesn't have some retarded, that doesn't have some legal offenders? What I am getting at is that every single municipality has within its boundaries people who fall into those kinds of categories, and these particular handicaps were generated, not necessarily because of that municipality, but certainly were generated within that municipality.

How can a municipality then come back and say, "Our citizens wouldn't like it within our boundaries. We choose to keep them out"? I think this is really the crux of it. When you go on a voluntary basis as you have, and when you look at the results in some communities right around Metro here, as have already been described, how can the community come back on you if you or one of the other ministers in your policy field went to them and said, "Take your fair share"? When are you going to say it?

I would like to know if there is such a perfect golden fleece municipality anywhere in this province within whose jurisdiction no problems like these have ever emerged. I am not aware of any. Initially, all we are saying as sort of a basis is, "Look after your own."

That's really the crux of the whole issue. That's really the heart of it.

[5:30]

Hon. Mrs. Birch: Unfortunately, as I am sure you are aware, perhaps we have created some of the problems because of our ready acceptance to move people out of a community. Once there was a problem indicated, we found homes for the aged, we found psychiatric facilities, we found all kinds of institutional types of care, sort of out of sight out of mind.

People have become accustomed to seeing the removal out of their community of people with these kinds of specific problems, and it's a question of turning it around and making people understand that they have an obligation as well as a responsibility and that it is much more compassionate to allow these people to remain in something as close to a homelike setting as is possible within their own community.

I really believe that with the assurance we are giving to our policy the standards will be maintained. With very strict supervision of the program within those homes, people will begin to recognize that the problems they have had in the past, where group homes quite often sort of operated without that kind of supervision, where programs were not carried out which should have been, where there were problems created in a community, will not occur.

We are saying to those communities, "We will ensure that that doesn't happen. If you have trouble with a group home within your community and we are funding it, we will withdraw the funding if it is not living up to our expectations." Hopefully that kind of assurance to many of the communities will turn it about.

Mr. R. F. Johnston: That's the wrong way to judge it. Those kind of complaints are primarily mythical. In Whitby the complaints used to be about psychiatric patients on the streets of Whitby. Whenever you tried to pinpoint somebody on it, invariably those complaints went back 10 or 15 years. They had no relationship to what was going on in that day and age.

Isn't it wrong to come at it backwards like that, by saying, "We will be careful down there. Our standards will make sure nothing happens"? We know they work, that's not the problem. But how many communities are actually participating at this time in Ontario? How many actually have them as compared to the total number of communities in the province?

Mr. McClellan: How many have actually developed a model zoning bylaw to encourage the orderly development of group homes?

Mr. Backley: Perhaps I can just speak to this, because I think it's not a black and white situation. There was a point that Mr. Sweeney made about Wilmot township. I think they said in correspondence they had seven, if I remember right—

Mr. Sweeney: Nine.

Mr. Backley: —nine group homes already within that area and they felt they had more than their fair share of what was appropriate for that area. But the way that township had addressed it and the way some other municipalities prefer to address it is on a spot rezoning so that they can control the location where the group homes are going to be. We would prefer that they move to accepting the fact that residential use of an area includes group homes and therefore there is no necessity for spot rezoning, but there are some townships allowing group homes but making life just that more complicated than perhaps it needs to be.

Mr. Warner: Can you give us the number?
Mr. Backley: We might have it by tomorrow. I am pretty sure we haven't got the figures with us.

Hon. Mrs. Birch: We know Thunder Bay and Sudbury have very permissive zoning bylaws. The town of Dundas has just moved and passed a group home policy, and Kingston as well. Our co-ordinator has just been to Barrie, which is considering the development of a very good group home policy, so it is beginning to happen as we go out and talk to them.

Mr. McClellan: Dundas, Kingston and Toronto, right?

Hon. Mrs. Birch: These are the new areas. Mr. McClellan: That actually have an encouraging bylaw?

Mr. Warner: There are more than 800 municipalities in Ontario.

Mr. McClellan: You have three. Don't you think something's wrong?

Hon. Mrs. Birch: We hope they will gradually come around. It doesn't happen that quickly. The model bylaws have to be passed, as you know. There has to be some community involvement. We have seen it working in Scarborough, certainly not to my satisfaction, but hopefully we will be able to get around and get them to recognize that they have a responsibility to other than the mentally retarded. It's slow.

Mr. Warner: It's limited and it's slow. I would like to know the length of your

patience. How long will you wait before we see the positive action coming out? How long? Are we talking about five years, 10 years, 20 years? How long will you wait before bringing in the positive suggestion that my colleague has made and which I think is evident from comments of the members for Kitchener-Wilmot and Bellwoods, that you will likely have the entire support of this assembly if you move to bring in that kind of model bylaw which is needed?

It is not a matter that in a minority government situation you are facing some sort of opposition over this. This is something including the rare circumstance where you are seeing some real support. I would like to know your patience on this,

Hon. Mrs. Birch: When we have at least had an opportunity to hear from all the municipalities we have corresponded with and have had some kind of indication from them that they are not going to implement the policy and are not interested, then I think at that time we would make a very careful assessment of what was happening. At the moment we are getting correspondence and requests for model bylaws, Until we see what those planning departments and those municipalities are prepared to do, I am not going to set a deadline on how long my patience is going to last.

Mr. McClellan: You corresponded in 1978.

Mr. Warner: The letter went out in September of 1978. What is a reasonable length of time for a municipality to respond to a letter that was sent out in September of 1978? Do you mean another whole year for them to discuss it?

Hon. Mrs. Birch: I would think it would take that kind of time, yes. They will be meeting with the Provincial-Municipal Liaison Committee. They have a special subcommittee established to deal with the whole issue of group home policy. Hopefully, when we meet with them in January they will have something very positive to tell us, at least that's one of my expectations. I would like to give them an opportunity to respond.

Mr. McClellan: What are you expecting to happen in January at the PMLC meeting?

Hon. Mrs. Birch: I am hoping the committee members will respond with some indication of their feeling as they have gone back to their own communities and talked about the development of group homes within their community. That's what I am hoping to hear from them.

Mr. Kennedy: With the group home, Margaret, are we redefining single family residence? Is that the mechanical effect of this? When a municipality puts through a bylaw approving the principle of group homes, presumably we are speaking of residential areas. There's R-1, 2, 3, 4—or used to be. Are we providing a new definition for a single family residence? Is there no such thing left? Is this the legal impact of this?

Hon. Mrs. Birch: It's the use of a single family residence. Our group home policy designates that it would be anywhere from three to 10 people living in a homelike setting within a residential area.

Mr. Kennedy: We had the Haig Boulevard scene where the municipality put through a bylaw—I don't recall all the mechanics of it—but it was objected to by neighbours. It went to the Ontario Municipal Board on appeal—I think it went right to cabinet, and cabinet approved it. To me, that's sort of a landmark decision which would mean that in any residential setting the precedent is set and that's the way it is.

Am I misinterpreting this or does it still leave each incident as a separate application awaiting the concurrence of the municipality? In fact, in Mississauga would the same thing proceed again to the OMB, or does this make a landmark case where the issue has been settled?

Hon. Mrs. Birch: Some municipalities are choosing to do the spot rezoning. They want to deal with each individual application for a group home separately, and we have had a number of responses from across the province that want to continue to use that approach. Whether or not that is going to be acceptable, I don't know. I expect it depends on the need for a group home as proven in a particular area, whether it's a positive response or not. It's something we'll have to look at very carefully.

We have a public awareness campaign under way. We are trying to reach people in communities across this province to get them to recognize their responsibility in accepting group homes. As you've already stated, we have no choice of who moves in next door to us, and it seems terribly unfair that because the new neighbours have a group home with perhaps some handicapped people we are allowed to have this kind of discretion. It isn't a fair way to treat those of our citizens who need special kinds of care.

Mr. McClellan: The problem with the spot rezoning approach is that each and every application invites a hubbub and each and every application can go to the Ontario Municipal Board, which is precisely what's

happening. It becomes a more sophisticated way of opposing a group home for the mentally retarded in one's community.

Hon. Mrs. Birch: They're being very selective.

Mr. McClellan: It's more than that. It's a way of opposing and delaying, and that delay can be a successful way of terminating a particular project, as you well know. I don't see why you pretend that spot rezoning is anything other than retrenched opposition.

Hon. Mrs. Birch: I didn't say we must have that approach at all. I said many municipalities are writing in and suggesting this is the way they've operated in the past; this is the way they're going to operate in the future.

Mr. McClellan: It's case by case, supplicant on bended knee with the opportunity for disgruntled neighbours, on a street-by-street basis, to fight a rearguard opposition right up to the level of the Ontario Municipal Board in each and every instance.

The reason I'm pursuing this is I don't like the way in which you're sitting on the fence on the issue of spot rezoning. It's just as objectionable as an exclusionary bylaw. There is absolutely no difference in practical terms. There's a difference of degree of sophistication of the opposition, I acknowledge that. It's a much more clever ploy for a municipality to say, "We won't have an exclusionary bylaw that is obviously discriminatory, but on the other hand we'll deal with each on a spot zoning basis because that permits us to do exactly the same thing by a different means."

Mr. Backley is nodding his head. You know what the problems are. You know the number of projects in Etobicoke that have been torpedoed because of this approach. You have an obligation to say that spot rezoning is just as objectionable and discriminatory as an exclusionary bylaw. There's no difference in the practical effect. They should both be intolerable to you.

You should say that instead of skirting around it and trying to pretend that because municipalities want to use spot rezoning it's somehow a solution to the problem. It's just a perpetuation of the problem. Speak out loudly and clearly instead of equivocating.

Hon. Mrs. Birch: As I say, we'll get the information and an indication of how many municipalities are about to accept their responsibilities. Perhaps at that time we'll take another look at it.

Mr. McClellan: We know now there are three. There may be more but I don't know of any more. They are Dundas, Kingston and the city of Toronto. Hon. Mrs. Birch: They've moved ahead, but there are others which are interested.

Mr. R. F. Johnston: How many have said they want spot zonings?

Hon. Mrs. Birch: I couldn't tell you off-hand.

Mr. McClellan: Seven hundred and fifty?

Hon. Mrs. Birch: No, it isn't that bad at all. It is encouraging that many of them have responded.

Mr. McClellan: They're doing an end run around you, that's all.

Mr. R. F. Johnston: I don't think it's encouraging at all to get that alternative being presented to you.

Hon. Mrs. Birch: I think it's encouraging that they're asking for more information. They're asking about providing model bylaws in order to implement the program.

Mr. McClellan: You've given them model bylaws. You've given them an excellent model bylaw in the report.

Hon. Mrs. Birch: This is what we're suggesting they use.

[5:45]

Mr. McClellan: Yes, so what are you saying? They're asking for a model bylaw, they've got a model bylaw and you have staff available to sit down with them and tailor the details to their particular community, yet the response so far has been three out of—what was the exact number?

Mr. Warner: It was 837.

Hon. Mrs. Birch: I think they care, because that's only three which have implemented the policy but there are others. I can probably get an update on just how many others there are.

Mr. McClellan: Would you?

Hon. Mrs. Birch: There aren't as many as we'd like to have yet.

Mr. McClellan: I'd like to be able to be optimistic and say that a voluntary program is going to be successful. But what I see is the end run with the spot rezoning and I see projects being shot down in Etobicoke. I see the group facility for the mentally retarded that was supposed to be developed two years ago still at the architect stage and now apparently to be located within the city of Toronto.

Mr. R. F. Johnston: Very close to Etobicoke.

Mr. McClellan: Yes, wonderful. Thanks, but no thanks.

Hon. Mrs. Birch: Our first home to be developed in Scarborough under the new group

homepolicy for the mentally retarded, you'll be happy to know is going to be in my riding, down in the Guildwood area, and there's no resistance to it at all. It will be going ahead.

Mr. Warner: The problem, in Scarborough's case, is just the one area. They're not prepared at this point to move into the other area. I'm pleased to see they've done the one and my colleague would like to see the voluntary approach work. Quite frankly, I don't think it's going to, not throughout the province.

I'd like to know two things. First, how long do we wait? Second, how aggressively are you going out to the municipalities? What precisely are you doing to encourage them? You sent them the material. What are you doing to educate those municipal councillors and the public?

and the public?

Hon. Mrs. Birch: We have our co-ordinator, Jill Hutcheon, here. She is doing

what I think is a very good job.

Mr. Chairman: I'm wondering if it would not be appropriate, if the committee would agree to do so, to allow the minister to respond to the opening comments of the critics and we can deal with the other matters thereafter. If we want to bring in staff then we can certainly do that. We can come back to it, Mr. Warner, if you would agree to do that.

Mr. Warner: That's fine.

Hon. Mrs. Birch: Jill is available. She has attended many public hearings, many public meetings. When she gets a request from a municipality expressing particular concerns she visits that municipality. She meets with the planning board. She meets with all of those interested people.

I would just like to end on a positive note. Perhaps it isn't happening as quickly as we'd like to see it happen, but I think the elected officials at the municipal level are just as compassionate, just as concerned,

and-

Mr. McClellan: And somewhat tenacious.

Hon. Mrs. Birch: —unfortunately, perhaps, being closer to the scene, are recognizing there is still a degree of hostility about the provision of group homes. We'll just have to turn that attitude around.

Mr. Warner: I understand that. I just hope at some time it becomes obvious to you that the voluntary approach is not working, and you're prepared to put your foot down and bring in some legislation.

Hon. Mrs. Birch: I think one of my colleagues has already indicated that.

Mr. Warner: Then we'll just have to wait to see how long that is.

Mr. Kennedy: Just to finish, my experience is that there is progress being made. Could you tell us what you see as the overall need for group homes? I suppose it can be measured. Municipalities vary, as the member for Bellwoods indicated, but overall how far do we have to go? Is it a long way? Are we just off the starting line on it? This is the way it seems to me from my experience with Mississauga and things I've read in the press and so on.

Hon. Mrs. Birch: We're interested in seeing that those very large institutions are able to place people back in their own communities. I am speaking now of the institutions for the mentally retarded. We do have a program under way which I hope will return many of those people to their own communities.

I am thinking too of senior citizens. I visited a program in Hamilton which was just excellent. Five senior citizens were living with a woman in a residential area. If they hadn't been there they would have been in a home for aged. I can see more opportunities for older people who don't want to go into an institution but who no longer can be maintained in their own homes to share a home or to share a life and interests with other people of their age. In that kind of a homelike setting that should be provided.

It should certainly be provided for psychiatric patients who need that close feeling of family, of belonging. There is a lot of work to be done there. There is also a lot of work to be done with emotionally disturbed children who need special care and attention in a smaller homelike setting. There are many groups within our society who could benefit from this kind of program—by becoming part of their own community, feeling wanted, feeling they are part of something.

We have a lot to do to bring it back to an acceptable situation where we no longer have huge institutions for people with problems that can be dealt with at the local level, but it will take a lot of time.

If I could go on I would touch lightly on the comments made about pensions and the necessity for a policy. The government, like everyone else, is anxiously awaiting the first report of the Royal Commission on the Status of Pensions in Ontario. We have had two or three dates when we were supposed to have had it; but I think they have run into

more difficulties than even they perceived.

I now understand we will be getting our first report in February.

Until we have had an opportunity to look at the work they have done there wouldn't be much point in my commenting on the issues you raised. There are many problems in this area and it really needs the attention of both levels of government. I hope some action will be taken when the commission report comes down.

I am very pleased that you would like to see our presentation on demographics. I think you will find it extremely interesting. It will take about 25 minutes, and we will make sure you have any information that is required. I can't promise you there will be legislation to go along with it; we hope some of the programs we have under way at the moment will address themselves to the needs of a changing society.

Mr. McClellan: I expect the legislation just before the next election.

Hon. Mrs. Birch: One of the other areas both critics touched on was day care. I don't think anyone is suggesting for one moment that we have adequate day-care services in this province, although it is something we are working at. I was certainly reassured, Ross, that you were not promoting universal day care, and that you recognized it is something we just couldn't afford.

We have attempted, as you know, private-home day care, which is expanding. Some of the suggestions you made are probably included in the new day-care policy that will be coming out very shortly for discussion with groups in the community. I hope this day-care policy will not meet the same kind of rejection as the last time we attempted to make day care more accessible to more people.

Mr. McClellan: Was that what you were doing in 1974? I thought you were doing something else.

Hon. Mrs. Birch: Perhaps you will look at this one just a little more carefully and recognize we are attempting to make more day care available to the many working mothers who require some form of day care for their children.

As for the suggestion about the "welfarization" of day care, perhaps you have some suggestions on how we determine who should be subsidized and who should not without going through that particular means testing that is quite objectionable to a lot of people. We have already discussed with the federal people the hope that perhaps cost sharing through the Canada Assistance Plan could become more flexible. We certainly have no

promises other than the fact that they have agreed to take a look at the whole cost-sharing of programs, and hopefully that will be in the not too distant future.

On the figures that you quoted about how many children need day care and the kind of day care that is available, I hope we never lose sight of the fact that parents still have a responsibility to make arrangements and many parents still prefer to make private arrangements.

Mr. McClellan: I'm not disputing that for a second.

Hon. Mrs. Birch: I still think we should never forget that a large number of children who require those particular kinds of services do find them within their own family or extended family.

Mr. McClellan: That's not the issue. The issue is providing a choice so that people aren't forced of necessity to make arrangements that they don't want to make. That's the argument that I'm trying to put forward to you. The choices aren't available now.

Hon. Mrs. Birch: You mentioned the use of community schools. When I was on a select committee for the utilization of educational facilities, at that time we suggested day care as being a logical use for empty classrooms.

Mr. McClellan: Will that be in the policy?

Hon. Mrs. Birch: It may well be. As well, the Ministries of Education and Community and Social Services are jointly looking at that possibility. As more schoolrooms become available it might be quite appropriate to make renovations and provide the services within the existing facilities that are available throughout the province. So although you have painted a rather bleak picture I don't think I would agree with that. There is a need.

Mr. Warner: You show me where he's not accurate on those figures that he gave you about the availability of any day care and the income—

Mr. McClellan: It's not just the question of figures, either.

We went through the hassle to try to find day care—my children are older now, but when they were younger—and it is a hassle, there is no other way to describe it. Daycare arrangements are unstable in this province, the range of choice is limited and it is a real hassle—there's no other way to describe it—for parents to try to find adequate day-care arrangements for their kids even if you don't have to worry about the price.

Fortunately, because of our combined incomes that wasn't a consideration even, but for most people you have the additional problem, as well as the instability, of the financial squeeze. It really is a source of enormous anxiety for people.

Hon. Mrs. Birch: I appreciate that. Although you did sort of indicate that there had been a freeze on day care, that is not entirely true. There are several hundred new day-care spaces that will be developed.

Mr. McClellan: I call that a freeze.

Hon. Mrs. Birch: We don't. We represent quite a large—

Mr. McClellan: Go back to your expansion program from 1974 to 1976. That at least was adequate. What has happened since then is a freeze.

Hon. Mrs. Birch: Since then we have developed other forms of day care.

Mr. McClellan: No, you haven't.

Hon. Mrs. Birch: Home day care, the coop, which is alive and well and hopefully we'll expand it.

Mr. Warner: You're treading water.

Hon. Mrs. Birch: There are a lot of people who prefer that type of approach.

Mr. Warner: You can't tread water forever, can you? That's what's going to happen.

Mr. McClellan: The longer you wait the longer that program is going to go on.

Hon. Mrs. Birch: I'll look forward very much to your comments on the policy.

Mr. McClellan: We'll go over it with a fine-toothed comb.

Hon. Mrs. Birch: I'm not sure you've not already seen it. Some of the comments you are making I know are contained in it.

Mr. McClellan: There is nothing new in what I have said. If I have anticipated your policy it's simply because I am repeating what people have been saying for the last four or five years, that day-care policy is not an esoteric matter to develop, it's a simple question of common sense. If I've managed to hit the nail on the head it's because I'm just repeating what hundreds and hundreds of people have been saying to you, publicly and privately, in anguish and with wailing and lamentations for the last three or four years.

Hon. Mrs. Birch: I will certainly look forward to your approval of that particular

policy. Today I was just overwhelmed when you finally approved of something the secretariat was doing, although albeit cautiously, when you commended us for the direction that we're going and our concern about families in Ontario.

[6:00]

I don't know if you're aware or not, but there was a compendium put together of all government programs and legislation that went out with our paper, The Family, the Focus for Social Policy. We're inviting families across this province to respond—

Mr. McClellan: That's not what I asked.

Hon. Mrs. Birch: —to the government programs; are they helping families or are they hindering? Are they not being helpful? We feel very strongly that we have to get out and reach families across Ontario to find out from them what their response is to what we are doing. I think honestly we are quite prepared to have people look at what we're doing.

Mr. McClellan: I want you to look at what you're doing.

Hon. Mrs. Birch: We are looking at it, very carefully.

Mr. Warner: In your report?

Hon. Mrs. Birch: Yes, we do it each time. We put that question very carefully and look at its effect on the family. I am very pleased you recognize the sincerity of our convictions on strengthening the family, and that we have your wholehearted support.

Mr. Warner: You're going to do that, so next year we should expect to get an annual report.

Mr. McClellan: No, they're not going to do that.

Mr. Warner: We'll get a report from you of the self-examination which has been done.

Hon. Mrs. Birch: We are doing a self-examination at the same time that we are asking others out there who are benefiting.

Mr. Chairman: Has the minister completed? Hon. Mrs. Birch: No, I haven't.

Mr. Chairman: I suggest we adjourn and reconvene tomorrow. I gather it is the feeling of the committee that the committee wishes to see the slide show and the demographic projections. Perhaps we could have that right at the beginning of tomorrow's meeting.

The committee adjourned at 6:02 p.m.

#### **CONTENTS**

Monday, December 1	0, 1979
Opening statements: Mrs. Birch, Mr. Sweeney, Mr. McClellan	S-1581
Adjournment	S-1605

#### SPEAKERS IN THIS ISSUE

Birch, Hon. M.; Provincial Secretary for Social Development (Scarborough East PC) Gaunt, M.; Chairman (Huron-Bruce L)

Johnston, R. F. (Scarborough West NDP)

Kennedy, R. D. (Mississauga South PC)

McClellan, R. (Bellwoods NDP)

Sweeney, J. (Kitchener-Wilmot L) Warner, D. (Scarborough-Ellesmere NDP)

From the Provincial Secretariat for Social Development:

Backley, W. A., Deputy Provincial Secretary





No. S-54

## Legislature of Ontario Debates

Official Report (Hansard)

**Social Development Committee** 

Estimates, Provincial Secretariat for Social Development

Third Session, 31st Parliament Tuesday, December 11, 1979

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

#### **CONTENTS**

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario. Editor of Debates: Peter Brannan.



# LEGISLATURE OF ONTARIO

Tuesday, December 11, 1979

The committee met at 3:37 p.m. in committee room 1.

# ESTIMATES, PROVINCIAL SECRETARIAT FOR SOCIAL DEVELOPMENT (concluded)

Mr. Chairman: I will call the committee to order. When we adjourned last night, the minister was responding to the opening comments of the critics. Perhaps the minister would like to continue so that we could complete that phase and then have the slide presentation.

Hon. Mrs. Birch: I am sorry Mr. Sweeney isn't here because I didn't have an opportunity to respond yesterday to some of his concerns relating to senior citizens, but I guess he will be here in a moment.

There were a number of comments yester-day about services and programs for senior citizens, and I think it is important to look at the situation from an overall perspective. It has to be remembered that there are many other programs, in addition to income security, which provide very significant support for senior citizens.

I don't want to take a great deal of the committee's time, but I do think it is worth while to note some of them. Subject only to certain conditions regarding residency, all persons over the age of 65 receive premium-free medical and drug coverage. The Ontario tax credit program provides benefits of up to \$500, of which \$110 is the pensioner tax credit available to persons over 65.

Over all, more than 55 per cent of the property tax incurred by pensioners in the 1977 taxation year was offset by tax credits. As education taxes constitute approximately half of the total property tax burden, the tax credit system does offer, on the average, a complete offset of education taxes.

The Ontario Housing Corporation and the Metropolitan Toronto Housing Corporation, which is supported by the province, operate 55,000 rent-geared-to-income units across the province, which accommodate 66,000 persons aged 60 and over. The Ministry of Housing also makes capital assistance available to municipal and private nonprofit companies for the construction of low-rental housing

units for senior citizens with low incomes. There are 11,000 housing units available province-wide in this general category. Senior citizens requiring residential care may apply for admission to either a home for the aged or a provincially funded nursing home. In both cases, where a person requires a certain amount of nursing care, the rates charged are set at a level which allows an individual receiving maximum income security payments to retain a comfort allowance.

In addition to these services, there are a number of important programs designed to assist senior citizens who are able to remain in their own homes or with friends or family. These include the services available under the Homemakers and Nurses Services Act and administered by the Ministry of Community and Social Services and the assistance provided to seniors by elderly persons centres, such as meals on wheels, recreation, day care, friendly visiting and other important programs.

Two other rather important activities in this area are the home-care program and the chronic home-care pilot projects, operated by the Ministry of Health. The home-care program includes such services as personal care and hygiene, nursing, medical supplies, medical equipment, physiotherapy and speech therapy. The services are available on the recommendation of the family physician.

In addition, there are seven chronic homecare pilot projects designed to determine the practicality and desirability of maintaining chronically ill persons in their own home. Current expenditures on home support services operated by both ministries exceed \$16 million. I should add that work is proceeding on the development of new home support services legislation. As you know, the Minister of Community and Social Services has indicated he will undertake a process of public consultation. I expect there will be further announcements within the next few weeks.

Looking at the over-all picture then, I think it is most misleading to suggest, as did the lead article in yesterday's Star which was referred to, that three out of every four women in Canada over 65 live in poverty. I don't believe this to be the case. The figure quoted would appear to include all women who are receiving the maximum income security payment regardless of whether they are living with their spouses, with families or friends, in government-assisted housing or institutions. For those who need assistance, there is a very wide range of programs which have been and are being improved.

Since the subject was raised yesterday, I might also mention the matter of suicide rates. The indication was that they were very high. For the last five-year period for which figures are available, that is, 1972 to 1976, persons over 65 had a lower rate of death from suicide than all other age groups,

except persons 34 and under.

The exact figures are as follows: for the age group 15 to 24, the suicide rate per 100,000 of population was 12; 25 to 34, 14.6; 35 to 44, 21; 45 to 54, 23; 55 to 64, 21; and 65 and over, 17. Although the figures are not as dramatic as we were led to believe, any figures in that area relating to people getting so desperately unhappy as to take their own lives are something to give us all concern.

Mr. Sweeney: The point I raised was that the incidence is growing. Do you have any records to show what that 17 figure represents? Is it a trend up or down or stable or what?

Hon. Mrs. Birch: I was led to believe it was stable.

Interjection.

Mr. Sweeney: Don't we know what has taken place each year over the last five-year period then?

Mr. Bruce: We could get those figures. We don't have them here.

Mr. Sweeney: It was in that sense I was raising the issue with respect to both suicide and drugs. I understood that over the last few years there had been a growing trend in this direction. It was on that point, which I think the record will show, I raised the issue.

Hon. Mrs. Birch: I think we could get those figures for you.

Mr. Sweeney: I don't know what the raw numbers are.

Hon. Mrs. Birch: At the same time, there is also some concern about maintaining people in their own homes with some of the programs that are available.

I was going to add a very personal note. In Scarborough we have a link program. I don't know if you are familiar with it or not. It is a very popular program by which senior citizens exchange talents. If a plumber needs a carpenter, and vice versa, they exchange

services. It is a very successful and growing program within our borough. Many of the merchants in our community provide discounts which are very helpful. Some are as low as 10 per cent and others are 15 or 20 per cent.

[3:45]

There are many voluntary programs to provide assistance. I am very impressed with the numbers of young people within our secondary school system who are developing programs to help senior citizens with maintenance, trimming sidewalks, gardening and small and minor repairs. This is a growing program within my own community. It is something which I think should be encouraged, particularly as it brings the teenage group and the older people together in helping one another. That is something we should certainly encourage.

Mr. Sweeney: I am familiar with the program you talked about; there is a similar one in Kitchener. Is there any assistance for those kinds of tasks, however, that seniors cannot do, ones that are not a matter of skill, but require physical dexterity, like roofing, brickwork and that type of thing?

Hon. Mrs. Birch: I don't know of any specific program. I do know that through the family benefits program there are funds available to help in those areas for that kind of work when it is required, if the person owning the home cannot take care of the expenses or do the maintenance himself.

Mr. Sweeney: Would the person have to be on family benefits before he could qualify for that?

Hon. Mrs. Birch: Yes, I would think so.

There is also the Ontario home renewal program, which is administered by the Minister of Housing and which provides funding to help people bring their houses up to housing standards.

Mr. Blundy: That has to do with the neighbourhood improvement program or a scheme area, does it not?

Hon. Mrs. Birch: I don't know; I really couldn't say.

Mr. Sweeney: The municipality has to agree to accept the program in its jurisdiction.

Hon. Mrs. Birch: I think so.

Mr. Chairman: Municipalities have to pass bylaws indicating they are prepared to maintain a certain level of standard in housing requirements. Some municipalities even hire inspectors to do that particular job. Having done that, they can then apply for the funds under the Ontario home renewal. Hon. Mrs. Birch: Thank you very much. Each of the critics yesterday made specific comments about the children's services division. One has only to travel outside of this province to find out the very high regard in which the children's services division and what has happened in that area is held by those of other jurisdictions, and not just in Canada but in the United States and Europe as well. They think we have taken a tremendous and very positive step in consolidating under one jurisdiction in our legislation all of the services for children.

There were several comments made with reference to cutbacks. I would like to say very emphatically, there were no cutbacks; there was a relocation of existing funds. The ministry is making an attempt to move dollars from the residential end of the children's services into other areas. Both members yesterday emphasized the need for

prevention and foster care.

In 1979-80, the children's services division budget was \$327,578,000. This represents a 9.9 per cent increase over last year's actual expenditure. The ministry, as a whole, had a 7.6 per cent increase. In order to bring children's services up to that 9.9 per cent, relocation of funds was a priority within that ministry. In addition, \$15.9 million was allocated to children's services to initiate some very special projects.

Mr. McClellan: Let's not get into that again.

Hon. Mrs. Birch: We think it's terribly important to have it on the record.

Mr. McClellan: It's all on the record; it's spread over three fiscal years.

Hon. Mrs. Birch: It's so easy just to slough over.

Mr. McClellan: We didn't slough over it. We spent hours on it during the Community and Social Services estimates.

Hon. Mrs. Birch: I think it's important because of the Garber task force recommendations. For example increased legal services for children's aid societies have been implemented. So has the child abuse program with the staff supplement grants to children's aid societies. Regardless of what you hear from the children's aid societies, that money has gone to them.

Mr. McClellan: What do they know?

Hon. Mrs. Birch: Then there is the enhanced foster care program, with a public relations campaign to improve the image of foster. There are the francophone services. We had a paper release on prevention, and \$1 million went to the regional office to

help implement prevention programs. Many of those programs were directed right to voluntary groups—Big Sisters, Big Brothers and many voluntary organizations within given communities. The money was also used to help hard-to-serve children because there are children with very special problems that need very special programs. It was used for advocacy and for programs for the developmentally handicapped.

By and large, you would have to agree we're attempting to turn around money that at one point would have gone to institutionalizing children and to provide for those areas which you both have indicated are so terribly important, particularly the prevention area. It can't be done overnight. It's a very slow process, and there's a lot of resistance to it from particular agencies. It is going to take time, but, it is the direction we feel we must go if we are going to serve the children of Ontario the way we think they should be served.

Mr. Sweeney made reference to the children's services committee and indicated that it had been disbanded. There is an ad hoc committee of deputy ministers now representing four ministries within our field. As a matter of fact, they met on December 10 at the Trillium School in Milton to discuss further action that needs to be taken in this area. They have met three times and are addressing some of the outstanding issues concerning children's services; early childhood assessment, vocational rehabilitation, learning disabilities, services for developmentally handicapped children, education, the children's services division liaison and child abuse. The minutes from that meeting on December 10 will be available to us soon.

Mr. Sweeney: Does that mean that your secretariat is no longer directly involved in that co-ordination, that it's an ad hoc committee of the ministers of the policy field?

Hon. Mrs. Birch: The deputy ministers. My deputy minister is a member of that committee as well. He is the chairman. Mr. Sweeney also made some comments about the need for positive parenting. I couldn't agree more with him. Hopefully, over the next year we will be able to encourage more development of curriculum guidelines for schools to provide what I think is basically a very essential service. That's where we should be emphasizing one of our preventive programs and we will be looking forward to enhancing that over the next year.

I think those were all of the questions raised.

Mr. Sweeney: While you are on that, I think the record will also show that one of the other references I made was to local groups that were offering services, but needed some assistance to be able to continue. Parenting skill was one of them.

Hon. Mrs. Birch: That is an area we are most interested in. We are determined to be more helpful to the voluntary sector. People from many parts of the province are coming forward expressing the need for a small amount of funding. Funding isn't always required. Voluntary groups can provide many of these services in very innovative ways by using their own expertise. If funding is required and the program does meet the expectations of the ministry, then I think it would look very favourably at it. We are of the opinion we should be encouraging more voluntary participation in all of these areas. We would be very favourably inclined to groups that come forward with an emphasis on this particular parenting role.

Mr. Sweeney: Surely the minister realizes that even where there are volunteers they need an administrative organization of some kind; otherwise volunteer bodies tend to fall apart. They need some focusing, some cohesive unit that keeps them together and does the planning, the organization, the scheduling and all these various things.

Hon. Mrs. Birch: For 15 years I was involved in voluntary groups within my own community. I can tell you for the most part we didn't have any kind of government funding. If we needed money, we went out and raised it within the community. We were of the opinion that if the community saw our services as being necessary, then they would be quite prepared to back it up with some financial support, and rarely were we ever disappointed.

I was going to suggest to you, that if you have a specific group in mind, if it would get in touch with us, we would be very happy to look at its proposal.

Mr. McClellan: I recall that one in Scarborough had one or two public dollars.

Hon, Mrs. Birch: Not in the beginning but after I left.

Mr. McClellan: After you were elected. Hon. Mrs. Birch: Yes.

On vote 2701, social development policy program:

Mr. Chairman: Perhaps we could now have the slide show.

Mr. Backley: Mr. Chairman, perhaps I might just make a couple of introductory

remarks before Mr. Drazin commences the presentation.

What we have here today—and I stress it is an overview—is an analysis of some of the demographic changes that are taking place or are likely to take place over the next 15 years and an indication of their general impact on government and specifically on the four ministries within our field.

I would stress, however, the importance of recognizing that this is an extrapolation from current experience. It is not a forecast of what will actually happen. Really what we are saying is that if things carry on as they are at the present time, the programs are utilized the way they are and fertility rates and immigration stay as they are, this could be the outcome. In taking into account long-range planning of any kind in the public sector, one can't ignore other elements, such as economic factors, energy costs and changes in technology in fields like health care. All of these will have to be taken into account.

This is focused solely on demography as a starting point for something that one should be looking at in the future. It is an analysis of impacts. The next step clearly is to say what we are going to do in response to those impacts. How can we take advantage of the opportunities which demographic change will bring along?

Mr. Drazin, who is making this presentation, is currently seconded to the secretariat from the Ministry of Health. He is one of the staff who is with us now for management development training, prior to going back to his own ministry. We have another member from the Ministry of Housing as well, Sylvia Davis, but Mr. Drazin is going to make the presentation.

Mr. Sweeney: Before you begin, is it reasonable to assume you do have some model projections? In other words, given that certain things are going to change in certain ways over the next five, 10, 15 or 20 years, the assumption cannot be that things will remain the same surely.

Mr. Backley: No.

Mr. Sweeney: You must make certain projections.

Mr. Backley: We have the projections. Perhaps it may be best to have a look at the presentation and then talk about the implications because that is the next stage.

Mr. Sweeney: I want to try to understand how to relate the material you are going to show us to what you people might be doing.

Mr. Backley: This is the analysis stage. The next stage is what do we do about the results of the analysis.

Mr. Sweeney: Let's wait until after then.

Mr. Drazin: Mr. Chairman, as Mr. Backley indicated, the purpose of this presentation is to provide a broad overview of demographic changes and their importance for policy-making. We will be looking at some trends in population and in age structure changes in the population and we will examine their anticipated effects upon economic activity, including labour force and pensions, and upon social programming and expenditures.

The assumptions initially are that current utilization rates, modes of practice and patterns of service delivery will be maintained. The purpose of this initial phase of the exercise is to examine what that assumption would imply for programs and expenditures to 1995. With that as a basis, this sort of analysis can then ultimately be applied towards identifying areas that need policy development and policy and program initiatives. That is the way I would interpret Mr. Backley's introduction and the term "analysis."

The assumption at this phase is clearly that current patterns of practice maintain. Those assumptions can then be varied in the sort of model you are referring to, Mr. Sweeney.

[4:00]

Mr. Sweeney: Maintenance surely is not valid. I am sorry, I must be missing something.

Mr. Drazin: As a comparative basis in order to provide a milestone for examining the effects of alternative courses of action, it is valid to undertake this sort of analysis as a preliminary step.

Mr. Sweeney: I will have to try to pinpoint my problems as we go along.

Mr. Drazin: The importance of demographic characteristics and the need to examine them are demonstrated by a number of recent reports, including the Ontario Economic Council discussion paper entitled, "The Public Policy in Future Planning in Ontario." In addition to that report, there has been an Economic Council of Canada report much more recently, a Treasury document entitled, "Issues in Pension Policy," and a number of others.

The term "predictions" here is used advisedly. The first three items, I would say, are more in the way of predictions. The last two are more in the way of projections. We can predict with a fair degree of certainty that the rate of population growth will moderate over the next 20 years and that the elderly component in the population will grow from nine per cent to 13 per cent.

There will be slower economic growth, with revenue decreasing as a percentage of gross provincial product, and there will be a slowdown in the rate of growth in the work force. Despite that slowdown in the rate of growth, there will still be a need to find some 1.6 million jobs in Ontario.

The next two items are more in the way of projections, that is, extrapolations of current ways of doing things. The Ontario Economic Council discussion paper suggests that in the year 2001 an additional \$2.3 billion—those dollars being 1976 dollars—will be required to maintain current levels of provision of public services. Again, the assumption there is if we continue to do things the way we do them today, the result would be \$2.3 billion additional 1976 dollars in order to maintain current service levels.

Mr. Sweeney: Are all of those figures you are referring to for Ontario?

Mr. Drazin: Yes. That \$2.3 billion is government-wide; it is not unique to health. That is a government public services figure.

The issue is not the magnitude of that figure, but the direction of the figure, which is clearly evidently upward. In addition to that, there is a specific example. Per capita health-care costs are projected to increase by 20 per cent over that period to 1995. That is due solely to changes in the age-sex structure of the population. For the Ministry of Health at least, demographic transition is a meaningful trend.

The slide concludes with a number of issues that require early consideration. The first is the need to develop strategies to cope with a decreasing rate of demand for residential construction and consumer durables. This demographic transition exercise is being replicated in the other fields, and this is one area which the resources development field is examining closely.

The second issue is the need for a shift in the focus of manpower and training policies from the young to persons in mid-career. For our field, this has implications for the Ministries of Education and Colleges and Universities. The third example relates to the financing patterns employed in the Canada Pension Plan. This is a subject of a royal commission, and the Treasury is involved in examining that issue.

With respect to extended-care beds, if current utilization rates by age are maintained into the future, then 26,000 additional extended-care beds would be required in the year 1995, if we continue to serve the elderly on an institutional basis in the same manner as we do today. That includes both Ministry

of Health facilities and Community and Social Services facilities, nursing homes and homes for the aged.

Mr. Sweeney: Is that 26,000 in total or 26,000 more?

Mr. Drazin: Additional.

I would like to present some descriptive material-this is slide 2 in the handoutillustrating population growth patterns by broad age groups.

The first observation to make on this slide is that the rate of growth in the total population is declining from the three per cent levels experienced in the early 1960s to the 1.4 per cent level in the early 1970s to the current one per cent. It is anticipated to decline even further, to about one half of one per cent into the late 1980s. It will stay stable around one per cent for another few years, then begin to decline further. Those declines are attributable to a slowdown in immigration and a decline in the birth rate.

Again, we are assuming that current experience maintains with respect to immigration and fertility. It is hard to assume otherwise really. It is very difficult to make predictions about what will happen in those areas. I think the fertility rates that are assumed are 1.75, but in any case the projections are not that sensitive to variation in the fertility rate.

The second point to make here is that growth rates are not uniform across broad age groups nor across time. What we have here is that the zero-to-19 age group will decline sharply over the next decade and show a 13 per cent overall decline to 1995. The 20-to-39 age group will increase to 1991, then begin to decline. The 40-to-64 age group will increase throughout the period and show an overall increase in 1995 of 37 per cent. The 65-plus age group will increase most rapidly, showing a 59 per cent increase to 1995. Those rates of growth are illustrated in the next two slides.

These are projections—this is slide 3 in your document-to 1985. I would point out just two figures here. The 20-to-39 age group is increasing by 18 per cent to 1985 and the 65-plus age group is increasing by 21 per cent to 1985.

Comparing those figures with those, they show increases by broad age group to 1995again there is the 18 per cent here-the reason for that being the downturn in that population after 1991. It crosses the 18 per cent axis twice-once on the way up and once on the way back.

Mr. Sweeney: Could you repeat that?

Mr. Drazin: The 20-to-39 age group shows an 18 per cent increase in 1985 and also 1995. That's because it shows an increase of somewhat more than 18 per cent in 1991 when it peaks. The 65-plus age group shows a 59 per cent increase to 1995. What we would want to caution here is that broad age grouping, while useful in projecting overall impacts on general economic activity, are not sufficiently refined for projecting the impacts on social service programs.

The numbers on these slides up on the screen do not correspond because they are drawn from different presentations. Slide 5 in your handout illustrates that broad age groups are not homogeneous. For example among the aged, the young-old-the 65-to-74 age group-are predominantly well-elderly. The 75-to-84, the so-called middle-old and old-old groups are much more vulnerable to declining functional abilities and to chronic diseases and are growing more rapidly than the younger decade.

Clearly, this has implications, for example, for the Ministry of Health in its programs which are markedly affected by the ageing of the population. Similarly, the rates of change in subgroupings of the zero-to-19 group vary quite markedly. That too has implications for the Ministries of Education and Colleges and Universities. Based on those basic descriptors of demographic change, I'd like to discuss a number of areas of economic implications.

The first is slower economic growth; the second, declining growth in revenue; the third, related to a decision regarding the financing of the Canada Pension Plan; and the fourth, the effects of demographic change upon expenditure, particularly for our field of social services, social programming and expenditures.

Mr. Sweeney: What time period are you taking into consideration?

Mr. Drazin: To 1995.

Mr. Sweeney: Looking at slide 2, that doesn't seem to make sense because the wage-earning group from 20 to 64 is not going to start turning down by 1995. The 20-to-39 group does slightly, but the 40-to-64 doesn't.

Mr. Drazin: We'll examine that in more detail and maybe I can project that. Here are the slides. Remember, we're talking about a decline in the growth rate, not an absolute decline.

Mr. R. F. Johnston: When is a cutback not a cutback?

Mr. Drazin: I'm not going to touch that.

Mr. McClellan: Don't let him bait you.

Mr. Drazin: An annual real economic growth is anticipated to decline from the 4.5 per cent levels experienced in the 1970s to four per cent in the 1980s because of a slower growth rate in the labour force, a less rapid expansion in consumer business and possibly government spending.

The labour force growth in the 1960s was 2.8 per cent per annum; in the 1970s it was 3.8 per cent per annum; in the 1980s it's expected to decline to 1.9 per cent per annum on the average through that period.

You were referring back to slide 2?

Mr. Sweeney: Slide 2 doesn't seem to be very clear.

Mr. Drazin: I find that one especially difficult to read.

Mr. Sweeney: All I'm trying to get at is that there seems to be a certain stability in the middle group compared to the top and bottom group. I wonder how you project your figures.

Mr. Drazin: I believe this is based on the findings of Foot at the Ontario Economic Council.

Mr. Sweeney: But you're referring primarily to the rate of growth.

Mr. Drazin: That will decline because of a slowdown in the labour force growth itself. There will be fewer individuals entering the labour force through that period of the 1980s than has been experienced in the previous decade. I think that's consistent with the total picture.

Mr. Sweeney: With the total size of the labour force?

Mr. Drazin: The growth?

Mr. Sweeney: Yes.

[4:15]

Mr. Drazin: In fact, it will be growing even during this period of the decline in labour force growth. It will be growing faster than the rate of population, but not as much faster as it has been growing in the past decade. These are relative statements, that is, decades relative to one another and in no sense absolute decline.

The next slide examines the age composition of the phenomenon we've just been talking about. They have an older work force primarily due to the slower rate of entry by new young individuals into the work force. That extends out to 1995 and is most evident in 1995.

Mr. Sweeney: I'm sorry, but before you go on would you explain those four lines?

Mr. Drazin: Yes. Those are the millions of persons in the work force. The total is all persons in the work force, and those are age ranges, 25 to 54. That main productive age range, 25 to 54, will grow from about 50 per cent of the total work force to 70 per cent of the total work force by 1995. It's currently about 60 per cent.

There will be first-time job seekers because of the number of young people entering the labour market. That number will be declining. This may suggest a need for renewed emphasis on labour retraining in mid-career. There will be a number of other reasons why that re-emphasis might be suggested, but we'll touch on those later.

With respect to the sex composition of the work force and its effect on the total growth in labour, there will be a rapid increase in the percentage of females in the work force projected to 1995. This is one of the varying assumptions you referred to earlier. If we assume that the female proportion remain constant, then we wouldn't have that kind of pattern illustrated. What this assumes is that there will be an increasing number of women entering the work force. This number is anticipated to rise to 42 per cent of the total by 1990.

Mr. McClellan: What is the assumption on the rate of increase?

Mr. Drazin: I don't know what the assumption on the rate of increase is but there is an assumed increase.

Mr. McClellan: Is it an extrapolation?

Mr. Drazin: It's not an extrapolation. Do you mean the current trend?

Mr. McClellan: Yes,

Mr. R. F. Johnston: Starting from when? Mr. Drazin: In 1976 probably. It's also based on Foot's work. Do you mean the beginning of the trend?

Mr. Backley: It goes back to the late 1960s, I believe. I don't think you have the figures on the chart. There were some earlier figures at one time, which I think quite clearly show a fairly rapid growth during the 1980s, climbing particularly from 1975 to 1980. If you extrapolate that further, then you get the sort of figures you have at the present time. There's an assumption of some levelling-off towards the late 1980s and 1990s, but there's still a fairly steady growth.

As you say, if there were some societal change, then that might change too. It just doesn't seem likely that it wouldn't.

Mr. Sweeney: Am I reading that correctly? It seems to peak about 1985.

Mr. Drazin: It plateaus at that point?

Mr. Sweeney: There's a gentle growth from 1985 on. Is that correct?

Mr. Backley: Yes, I think that is correct.

Mr. Drazin: The next slide examines the effects of demographics on the pension situation. It depicts the ratio of working-age persons to pensionable-age persons. It's not a dependency ratio in the sense we often think of age plus aged. This is just the aged. It's the ratio of working age persons to pensionable age persons. That ratio is declining from the 7-1 ratio we currently experience to a 5-1 ratio by the year 2001.

A decision has to be made by the mid-1980s with regard to funding these pension plans—a decision regarding the pay-as-yougo system versus an investment basis or some combination thereto. This illustrates the coming together of the forces that would require such a determination to be made.

Mr. R. F. Johnston: Do you have the numbers or percentages of the ratio of workingage people to non-working age people during that period? Although the pension age is obviously different, the under-19, non-working age is going to be dropping and it will not therefore be as staggering an implication as it seems.

Mr. Drazin: I'm sorry, I don't have those statistics.

Mr. Backley: You mean the dependency ratios in effect?

Mr. Drazin: The Treasury document examined the total dependency ratios, youth plus aged. That one is just the aged. The other ratio is not illustrated in order to focus just on the pension versus the productive capacity of the economy.

Perhaps I can proceed to the next slide and discuss for a moment the third item in the economic implications slide, budgetary revenue as a percentage of gross provincial product. These projections are the result of the equation of two sets of forces, one set of forces being those demographic factors which tend to increase revenue growth and the other being those that work to decrease revenue growth. On the increase side, the factors that tend to increase revenue growth include an increasing number of two-earner families, a declining number of dependants claimed for exemption, which reflects, of course, the declining birth rate, and higher pension incomes in the hands of retired individuals.

On the other side of the equation are the demographic factors decreasing revenue growth. These would include larger tax deductible contributions to pension funds and an increasing proportion of aged with their preferred tax status. The Treasury in this analysis suggests to us that the result of this equation in a period of slower economic growth is that budgetary revenue under present tax structures is likely to decline as a percentage of gross provincial product, which has implications for funding expenditures.

The last item on economic implications dealt with expenditures and the impact of demography upon expenditures. This slide compares the impact of demography versus the impact of other factors in terms of their impact on expenditures generally. Demography has not in the past been a terribly significant factor in increasing expenditures. Much more significant have been inflation, improved levels of service, enlargement of program scope and increased utilization of programs. These historic factors will continue to operate.

One of the purposes of this exercise is to assess the degree to which demographic change will emerge as a more important factor than it has been in accounting for or contributing to increased expenditures in the future. I think I indicated earlier that each of the policy fields is currently involved in this activity.

Slide 13 summarizes briefly the major impacts of demographic change to 1985 on the ministries in the social policy field. I'll discuss each in turn. The Ministry of Culture and Recreation anticipates an increased demand for and diversity of participation, particularly in the 25-to-45-year group. It is interesting to observe that when we think of demographic transitions I, for one, fall into the habit of thinking about the ageing of the population, but that is not the only demographic transition that is occurring.

For some ministries, frankly, ageing is irrelevant, but other phenomena are important. For the Ministry of Culture and Recreation there is the fact that 50 per cent of the population in 1995 will be in the 25-to-45-year group and will be better educated and will have more discretionary income and more leisure time to spend it. They will be more likely to engage in cultural and recreational activities of a more varied nature. On the next page, they conclude that in 1995 there will be a marked increase in participation in almost all cultural and recreational activities with annual growth rates in excesses of population growth.

If I can return for a moment to slide 13, the Ministry of Community and Social Services sees a moderately higher expenditure level due only to the impact of demographics. If it is to continue to serve the elderly in exactly the same manner as it did in 1978, which is the assumption underlying those figures, it would need 8,215 more homes-for-the-aged beds, its social assistance case load would be up and there would be a marginal reduction in children's services spending.

However, from the point of view of the Ministry of Community and Social Services, those effects are moderate. Far more important in the future are other societal and non-demographic factors that might be expected to affect expenditures. These include the general economic situation with respect to social assistance levels; the general tenor of family life with respect to children's services; and the degree of shift to community-based services with respect to providing services to retarded and other disadvantaged

None the less, it's true that with the increasing number of elderly there will be increasing pressure on the ministry to increase its expenditures in those areas. The degree to which those expenditures will have to be increased is not strictly a demographic phenomenon but is dependent upon a number of other phenomena, including the level of income support and the policies related to income support, policies related to home support programs, shelter policies and, generally speaking, the characteristics of the aged themselves. These might be interpreted as suggestive of possible policy leverage in the future. That would be the sort of modelling that would follow upon this kind of analyses.

Mr. Sweeney: Would the characteristics of the aged mean that they could be more healthy?

Mr. Drazin: Yes. They could be more independent or they could be more involved in voluntary work. They include their emotional, social and psychological characteristics and health and functional characteristics as well.

Mr. Sweeney: Under Community and Social Services in the third line, there is a 10 per cent increase in expenditures. Then immediately below there is a 7 per cent reduction.

Mr. Drazin: One refers to children's services and the other to homes for the aged. They are two separate areas. The 10 per cent increase in expenditures refers to social assistance.

Mr. Sweeney: That's total?

Mr. Drazin: Yes, total social assistance spending.

Mr. Sweeney: The seven per cent is just children's services?

Mr. Drazin: That's right.

Mr. Sweeney: So the seven and the 10 are not comparable figures.

Mr. Drazin: No. They reflect the changing demographics of those two groups that are beneficiaries of those two spending sources.

Mr. Backley: They're concerned because of the fact there are fewer children.

Mr. Sweeney: Yes, I appreciate that. I was just trying to make a direct comparison between the seven and the 10, but I see I can't do it.

Mr. Drazin: Of course the 30 per cent reflects the fact that the aged are going up so much more quickly than they ever did. This multicoloured display relates to the

This multicoloured display relates to the problems of educational programming. I would like to make a couple of observations about it. First of all, the population being served by educational programs is not homogeneous. In the elementary group, the five to 13, we will see an initial decline in the number of students to 1985, then an increase. In the secondary grouping, the number of students will decline throughout the period to 1995. In the 19-to-24 range, the group most closely associated with college and university activity, the population itself will go up and then decline. These yellow bars indicate the enrolment levels.

There will be an increasing participation rate on the part of that population in educational activity. That is indicative of some of these individuals in this group here in 1995, who would actually be beyond the 19-to-24 age group, reflecting the increasing role of adult education and continuing education in educational activities.

What we see here is a sort of roller-coaster effect in enrolment. Interesting also is a marked shift from the universities to the colleges of applied arts and technology.

Mr. Sweeney: Before you take that off, why aren't there comparable bars in the first and second age group?

Mr. Drazin: Here and here?

Mr. Sweeney: Yes. They're not the same height.

Mr. Drazin: The red bars are the actual populations in millions. The enrolment levels, however, differ between the two age groups. Somewhat over 90 per cent of all children in the five to 13 age group are enrolled. That figure goes down, but it is assumed constant over time for the secondary age group. They are completely comparable.

[4:30]

Mr. Sweeney: The orange bars reflect the potential population and the yellow bars the participation population?

Mr. Drazin: Exactly.

Mr. Sweeney: I thought they were population as a whole. I see your point.

Mr. Drazin: This is population of that age group, the eligible group in a sense.

Mr. Sweeney: The second one shows that the participation rate at the secondary school level is going to decline.

Mr. Drazin: No, it is constant over those three periods. The ratio 46 to 67 and 48 to 70 should be the same. The only variation in participation rate is at the colleges and universities level. There the ministry projects a marked increase. The implications of those demographic projections for the Ministries of Education and Colleges and Universities are illustrated on the screen, a declining elementary and secondary enrolment to 1985 and a corresponding marginal decrease in government expenditures.

There is an interesting phenomenon in education related to demographics, namely demographics of the teacher population. As hiring is frozen, the age profile of the teachers increases and they become a more ex-

pensive commodity.

There will be increased post-secondary enrolment and increased governmental support associated with that projection. There will be a shift in the proportion of students attending colleges of applied arts and technology and a shift from the universities. Since the CAATs are already operating at capacity, there will be an associated pressure to increase their capacity. There is also a marked increase in demand for apprenticeship and training programs.

Mr. Sweeney: Wait a minute. Let's go back. Number 4 wouldn't jibe with your residential construction and consumer durable reduction. In other words, if more people are going to be shifting to CAATs, wouldn't that show a relationship between the demise of residential construction and the demise of consumer durables? In many cases, that is where the people going to CAATs are going to serve.

Mr. Drazin: They are going to serve?

Mr. Sweeney: They are going to be involved in construction, manufacturing and things of that nature.

Mr. Drazin: I hope they don't go into construction because the construction figure is based upon the formation of family units and is related to the provision of housing. It's housing construction, I believe.

Mr. Sweeney: Let's go to consumer durables then,

Mr. Drazin: What you are saying then is the supply of the input to those industries will go up because of the CAATs, but the demand won't?

Mr. Sweeney: No. I am assuming if your slide one is correct, then the demand for the people coming from CAATs will go down. Therefore, why do you project there is going to be an increasing shift to the CAATs? I know there is a shift right at the moment.

Mr. Drazin: I don't see the relationship between the residential construction phenomenon and the shift to CAATs.

Mr. Sweeney: I will grant you that maybe isn't a good comparison. What about consumer durables? Surely, that is the manufacturing-industrial end.

Mr. Drazin: Yes. Slide 1 refers to consumption, the demand for consumer durables. That relates to the formation of family units. I think what you are trying to suggest is that students attending CAATs are more likely to enter into the production of consumer durables.

Mr. Sweeney: Yes.

Mr. Drazin: If that is the case, then clearly the CAATs should be orienting their students away from the production of consumer durables and into some other enterprises in manufacturing because the demand for those latter will go down.

Mr. Sweeney: Are there enough alternative sources for CAATs graduates? That's what makes me wonder how valid your shift is as a continuing phenomenon. As an immediate and maybe short-term phenomenon, I would say yes, but as a continuing phenomenon, I'd have to question it.

Mr. Drazin: You may be raising a legitimate concern. One of the earlier points I made was that despite the slowdown in the growth rate of the work force, there will be a need to create 1.6 million jobs. I think you're referring to some of them.

Mr. Backley: Perhaps I might comment on that, Mr. Sweeney.

Mr. Sweeney: I recognize that's just conjecture. I'm trying to relate different parts of your projection.

Mr. Backley: One of the things that clearly, comes out of this is that in manpower planning policies we have to plan for that kind of shift. I think it's fair to say that at the present time there may be too many people

coming out of child-care programs or social programs or maybe even nursing programs.

What the CAATS do is going to have to shift all the time and be more sensitive to the manpower needs than they have been in the past, although they have been pretty sensitive. In this area, residential construction will go down because of the number and formation of household family units.

Mr. McClellan: I have a question on item 5 and slide 18. You haven't shown apprenticeship and industrial training in your projections on slide 17. Do you have data on that?

Mr. Drazin: I believe they're included in the colleges' enrolment.

Mr. McClellan: In the CAATs?

Mr. Drazin: Yes.

Mr. McClellan: Can you break that out?

Mr. Drazin: I could ask the ministry to do that.

Mr. Backley: We can send you that information.

Mr. McClellan: Yes, I'd like to have your projection figures for apprenticeship and industrial training.

Mr. Sweeney: I think my earlier point would apply equally well to item 5. If there is any validity to what I said in item 4, it would apply to item 5 perhaps even more so.

Mr. Drazin: Yes, I think what you're doing is fleshing in some of the relationships in the model you were referring to earlier.

Finally, there is a reference to the programs of the Ministry of Health. The first slice of pie up there illustrates the proportion of the elderly among the overall population. It's approximately nine per cent currently. This nine per cent of the population accounts for 17 per cent of OHIP payments to practitioners in 1978, one-third of active-treatment bed utilization, nearly three-quarters of chronic-bed utilization, 93 per cent of extended-care bed utilization and about 80 per cent of Ontario drug benefit payments.

When it is recalled that this sector of the population, the 65-plus, will have grown from nine per cent of the population to about 13 per cent of the population by 1995, that's a 60 per cent increase. The need to reinforce current efforts to encourage alternative ways of doing things becomes evident.

I will conclude with a couple of observations. One is that while demographic trends cannot be predicted with total accuracy, many of the important phenomena, especially the rate of growth among the elderly, are highly predictable and can be made with a high degree of accuracy.

The second observation is that demographic transition is not synonymous with ageing of the population. The growing number of persons aged 25 to 45, increasing attainment of educational levels and increasing participation in post-secondary education are important phenomena as well. For some ministries, as I indicated earlier, ageing is largely irrelevant, but these other phenonema are most relevant.

The perception that the climbing populations can create a reservoir of resources to be tapped is somewhat mythologized. Educational programs are probably the most obvious examples that come to mind as creating these reservoirs of resources. However, nondemographic and societal factors and, in the case of education, this roller-coaster phenomenon in enrolment, make it quite difficult to easily reallocate resources.

At the same time, however, it is true that some demographic phenomena do tend to create opportunities for action that can be capitalized upon, as Mr. Backley indicated earlier. As an example, the possibility of alternative uses of surplus school capacity was suggested yesterday.

Finally, all fields and ministries are participating in this exercise. I believe the fields are reporting in their estimates on this activity this week. I think there is a considerable degree of convergence of views among the fields in terms of overall themes, findings and major implications of demographic transition

Mr. Sweeney: Could I check one other point? You said on slide 2 that your projected growth rate was going to go down below one per cent.

Mr. Drazin: Yes, annual growth per population.

Mr. Sweeney: That was based on a fertility rate of 1.75 per cent?

Mr. Drazin: Either 1.75 per cent or 1.6 per cent; I'm sorry I can't remember.

Mr. Sweeney: You are using a constant fertility rate.

Mr. Drazin: Yes.

Mr. Sweeney: Given the fact that the age group 20 to 39 is going to continue to increase until 1991, where it looks as though it starts to go down, if you have a constant fertility rate, wouldn't that assume your growth rate would have to go up as the 29-to-39 age group goes up?

Mr. Drazin: There are migration, death rates and that sort of thing.

Mr. Sweeney: But you said they would be constant, did you not?

Mr. Drazin: I believe they are assumed constant in these figures.

Mr. Sweeney: If death rates and immigration rates are assumed to be constant.

Mr. Drazin: And if fertility rates and immigration rates are assumed to be constant.

Mr. Sweeney: If anything, the death rate is going to go down.

Mr. Drazin: Yes, but there will be an increasing number of elderly people. I don't know the dynamics of that offhand. What is happening is that the one per cent we currently have in growth rates will maintain into the late 1980s, then begin to decline. There will be a period of stability in that, but towards the turn of the century it is likely to decline—so the demographers indicate—towards one half of one per cent.

Mr. Sweeney: Therefore, that would relate to your 20-to-39 age group. You are saying the growth rate is going to turn down about the same time as that group starts to turn down.

Mr. Drazin: You are drawing a relationship; I don't know whether it is causal or correlative or what. This is again based on Foot's analysis, which is a fairly complex demographic analysis. I am willing to accept your view on that, though I don't know how it relates.

Mr. Sweeney: Would it not be reasonable to assume, at least from now until 1991, that there should be a slight increase in the growth rate, assuming the fertility rate remains constant, since the child-bearing age range is going to increase?

Mr. Drazin: But fertility rates are not agespecific; fertility rates are population-based or overall.

Mr. Sweeney: I think one of your tables would show the bulk of births take place within a certain age range.

Mr. Drazin: I agree, except that the fertility rate is not related to that age. Just because that age group is increasing doesn't mean the total number of births is increasing. The fertility rate is based on total population, not on child-bearing population.

Mr. Sweeney: Is there any reason to believe the fertility rate of the 20-to-39 age group should change significantly, whatever that figure happens to be? I don't know what it is, but let's say it is 1.8 per cent for the sake of discussion. There is no good reason to believe it should decline since this is the main child-bearing age. I would still have to argue that your growth rate has to go up.

Mr. Drazin: Why does the growth rate have to go up?

Mr. Sweeney: Because there are going to be more people of child-bearing age who are supposedly going to have babies.

Mr. Drazin: But that is in a larger population. This is based on the total population. Growth rate is a total phenomenon; it is not related to one larger segment of the population.

Mr. Sweeney: If there is a segment of the population that is more likely to add more human beings to the total population, we are going to have more people.

Mr. Chairman: Not if they consciously decide not to have any children.

Mr. Sweeney: You are assuming a constant fertility rate.

Mr. Drazin: We are assuming a constant fertility rate for the total population, not for that one segment.

Mr. Sweeney: All right, forget it.

Mr. Chairman: Thank you very much, Mr. Drazin. I just want to say we appreciate the fact you have conveyed some very important information to the committee with your slide presentation from the point of view of future policy formation and development. We thank you very much.

Mr. R. F. Johnston: I found it very interesting and I did want to ask a question or two I want to deal specifically with the elderly.

There has been a lot of talk in terms of mammoth growth of the population, that that's going to bankrupt the Canada Pension Plan. There are all sorts of other scare stories over the last few years which have got the media's attention and been picked up on. I, for one, don't buy the fact that demographic change is going to have that major an effect on our economy.

I am wondering whether in the work you have done here you have done any comparative work with jurisdictions like Japan, which a few years ago experienced a 100 per cent increase in its elderly over 65 years of age, or France which already is operating at a 14 per cent increase, or Germany which is also already operating at a 14 per cent increase. Have you done comparative analysis to see how other nations which have had major increases in the aged population handled it? I realize the whole demographic situation may not be identical.

Mr. Drazin: The answer is no, but the variation in the proportion of elderly in these various populations provide the opportunity for examining it. It's not simply the rate of change in the population, but the fact that

at any point in time different jurisdictions have different percentages of elderly. Based upon that, one could examine alternative approaches to dealing with the elderly. I would see that as two sources of interest of research potential which you have identified

Mr. R. F. Johnston: Looking at the effects of a much larger aged population percentagewise, although it is no larger and in fact is much smaller than European percentages right at the moment, do you see that that's going to have overwhelming implications, or just major implications that planning should be looked into?

Mr. Backley: Maybe "overwhelming" is a bit strong for the Ministry of Health, but it is at one end of the spectrum. That's where most of the problems are going to be. Other ministries are going to have less of a problem

I think you were making a correlation between the proportion of the population who are aged and economic growth. That isn't the significant factor. It's the growth in the work force which is the significant factor. There aren't so many younger people coming into the work force, which is why the rate of growth is changing. That's the area for economic problems. But I agree with you. Even by the year 2000, with about 13 per cent of the population over 65, we will still be well behind many of the Europeans countries' current position as some of them are up over 15.

However, again, we're not talking about a homogeneous population. There are places in Ontario now where the aged percentage is over 13 per cent or 14 per cent.

Mr. R. F. Johnston: In some rural areas it is as high as 20 per cent.

Mr. Backley: That's right. We have an opportunity to gain experience from current situations here in Ontario, not just from other countries.

Mr. R. F. Johnston: There are so many variables that there is a great deal to talk about. Just looking at slide 2, if in the year 2001 you look at the number of people who are actively in the work force, it's still a very significant number in comparison to those outside of it. Also, there are people who are going to be at a higher income level because so many of them are older members.

I found it interesting that there was a presumption from one slide, which I didn't get a chance to ask about, that the percentage of people 55 years and older seemed to be static for the next number of years. That surprised me. My intuition was saying

that there would probably be more people staying in the work force in one fashion or another after 55.

[4:45]

Mr. Backley: I think that's another point. We're working on the assumption that the current patterns of retiring at 65 will continue. Surely the thing we should be looking at is the opportunities for a group between 65 and 74 who, by and large, are fairly healthy. What are they going to be doing? Are they going to be employees in full-time and part-time employment? Is that a pool of volunteers that might be drawn on for different parts, say, Culture and Recreation or Social Services activities? There's a whole realm of opportunities we should be looking at. The point is not just that there are problems in some areas, but there are really quite substantial opportunities in others.

Mr. R. F. Johnston: Exactly. If you do comparisons with European jurisdictions, especially, where they talk about pensionable ages instead of retirement ages, this whole business of the economics of paying for pensions changes a great deal. The numbers of people staying in the work force percentage-wise would probably change significantly, say within five per cent. It could be a significant factor.

Mr. Sweeney: Is it not true there is a growing trend in the 55-to-65 age group for people to take earlier pensions?

Mr. Backley: Yes, I think that is so.

Mr. Sweeney: In total dollar value, that means fewer dollars going into the economy. Even if these people are working part-time or take on a second career, it is usually of less economic value in income, so they're putting less in and taking more out at an earlier age.

Mr. Backley: That is another point I hope the royal commission on pensions addresses because that is going to be an element. Do we encourage people to retire early, or should there be some facilitating of changing careers at 50, 55 or 60? What does that mean for educational programs, not just the economy?

Mr. Sweeney: Is there a realistic comparison between the total social cost of people over 65 compared to the total social cost of those under 18? I heard somewhere it was two and a half times, but I don't know how realistic that is. Do you have any fix on a figure like that?

Mr. Backley: No, we don't. If one just takes the cost of health services, clearly that kind of relationship would apply. Probably

it's even higher than two and a half. But that is working on the assumption one has tended to make in the past that the people who are 65 and over are not gainfully employed, whether they're getting remuneration or not. They could be active as volunteers and therefore making a contribution. We have to look very seriously at the roll of people who are going to be over 65, particularly the 65-to-74 group. Many of them will be very active, and we may need their skills, particularly in areas where their skills are in short supply.

Mr. McClellan: I have always been curious about the province's pensions policy. Perhaps we could talk about the government's anticipated response to the royal commission, not in terms of the content of the response but of how the government intends to structure itself to deal with the issues raised by the royal commission.

I assume—and this is an assumption I have always made—the royal commission was set up because of Ontario's attitude towards the Canada Pension Plan and the Canada Pension Plan fund. There were concerns that the fund, according to a number of projections, would deplete unless fundamental changes were made in the structure of the Canada Pension Plan and that Ontario would be faced with a loss of billions of dollars it was able to borrow at low market rates from the pension fund.

I have noted a shift in government policy since Mr. McKeough left Treasury. Mr. McKeough was always absolutely adamant the Canada Pension Plan had to be a fully funded plan. The pay-as-you-go concept was absolute heresy as far as this government was concerned. All his pension pronouncementsand he made a lot of them-had to do with protecting the integrity of the Canada Pension Plan as a fully funded plan that would have an insurance fund which represented a pool of money for perpetual provincial borrowing. His concern never had anything to do with the adequacy of pension benefits. That concern was never expressed by Mr. McKeough. He was interested in petuating the Canada Pension Plan as a way of raising money for the purposes of provincial borrowing through regressive taxation.

There has been a shift since he left which has started to show up in papers produced by the Ministry of Treasury and Economics. I haven't seen anything in Mr. Miller's speeches. He certainly doesn't have the same interest Mr. McKeough had in it.

At any rate, there has been a shift. We are now seeing Treasury and Economics take

a neutral position on the question of pay-as-you-go versus fully funded, which comes back in a long-winded way to my question. What is the cabinet doing by way of anticipatory work leading to the publication of the royal commission? Are there interministerial committees established? Are you meeting on a collegial basis to talk about pension issues? Is the structure of the Canada Pension Plan something you're working on in co-operation with your colleagues or are you just sitting, and I can't believe you are, waiting for the production of this document by the royal commission, at which time you will think of something to say on the subject?

Hon. Mrs. Birch: Mr. Chairman, I can just speak from my own knowledge. I would assume Treasury is anticipating what might be in that report and making plans.

Mr. McClellan: I'm sure they are. Hon. Mrs. Birch: I'm sure they are.

Mr. McClellan: I'm sure they know.

Hon. Mrs. Birch: Within our secretariat, we haven't attempted to become involved. We are waiting to see what the pension commission's recommendations might be. That's why this kind of study is very helpful. We will have a lot of knowledge in order to look at the recommendations and decide on future policy. I don't have to speak in Darcy Mc-Keough's defence, but that comment was kind of unfair.

Mr. McClellan: I wasn't trying to be unfair. I read all of his speeches with a fine-tooth comb.

Hon. Mrs. Birch: As you know, if the fund is not actuarially sound, as we were led to believe, nobody is going to get any benefit. That was our Treasurer's concern at that time. It was indicated within a very short period the fund was going to run out. Then where would all those people be? That was his main concern.

Mr. McClellan: That's absolute nonsense. You don't have to run a public pension fund scheme on the make-believe assumption you're running a private insurance company. You're running a public sector program that has the capacity of government to raise revenues through general taxation and to use its position of guaranteed solvency into the future to set aside that whole make-believe question. The reason the Canada Pension Plan was set upon a fully funded basis was not that people wanted a fully funded scheme. It was set up that way because the provincial governments wanted a pool of insurance money they could borrow from.

That's a matter of historical fact. Ontario has benefited mightily from that fund in its borrowing from the mid-1960s up until the present. Mr. McKeough was very honest about his concern. He was trying to protect a major source of public sector, low-interest rate borrowing for the province.

My problem isn't with the fact he was trying to hide what he was doing. He was always totally upfront about it. My concern is that he was blinkered. He was looking at the thing from one perspective. He wasn't looking at the question of the adequacy of the benefit levels under the Canada Pension Plan. Canada pension benefits now are something like 17 per cent of the average industrial wage, which is absolutely hopeless. One can't live on Canada Pension Plan benefits. It's as simple as that.

### [5:00]

I don't have to give you my full pension speech. Most people aren't covered by private insurance. Most people rely on the public pension plan for their retirement income. Most people can't afford savings to cushion themselves for a retirement income.

We have a public pension scheme that was badly designed in the first place. It wasn't designed to look after the retirement income needs of Canadians. That was only a secondary consideration. The main consideration was to set up an investment fund for provincial borrowing purposes, and even that job wasn't well done. That half-baked rationale for the Canada Pension Plan was done in a flawed way. We are approaching the magic year of 1982 when things start to hit the fan and the Canada Pension Plan starts on its steady slope towards insolvency in Mr. McKeough's terms.

None of that has anything to do with the retirement needs of Canadians. You're going to have to bite the bullet and decide that the priority isn't public sector borrowing for the provincial governments. The priority is to provide a modern pension plan suitable to the requirements of a modern industrial society that can pay retired Canadians some reasonable percentage of the average industrial wage for their retirement income.

It's as simple as that. The only way you can hope to achieve that is to move towards pay-as-you-go. If your concern is with economic justice for retired Canadians, you don't have to wait for a royal commission. I think a royal commission would be useful in pulling everything together for us. However, I'm amazed planning isn't taking place within your secretariat, or anywhere outside of Treasury and Economics, with respect to the

financial needs of Canadians and the impact of implications of changes to the Canada Pension Plan on the financial position of retired Canadians.

If you leave it to Treasury, I ask you who is going to speak on behalf of the pension needs of seniors. There are all kinds of mandarins and gurus within the Ministry of Treasury and Economics who can talk to you about what the demise of the Canada Pension Plan fund means for provincial borrowing. That's an important discussion, but I don't see anybody in this government looking at the question of how are we going to structure a pension program that will provide adequate incomes for senior citizens. I don't even see that being discussed. I haven't seen it discussed in documents that are forthcoming; I don't see it being discussed in speeches.

All I'm asking you is why you're not doing that kind of work within your ministry. Surely that's a perspective and focus you ought to be bringing to bear on the question.

Hon. Mrs. Birch: All I can say is I'm not sure that it is not being dealt with. Perhaps it is in the Ministry of Revenue or within a group of people who are more involved in the pension area than we are or have been in the past. It's certainly something that does relate to this field. Hopefully, we can when we have the recommendations before us. When one considers the time the commission has been studying this-I think it's into the third year-there must be a great deal of information it has had to deal with. It seems to me more appropriate for us to wait until we have its recommendations and the results of three years of work. At that time, we would take that information and adapt it to our field. This is exactly what I would expect we would do. That is not to say it is not being looked at in other ministries.

Mr. McClellan: It is certainly not being looked at in your secretariat; it is not being looked at in the social policy field. It is basically a social policy issue, not an economic issue. It's not an intergovernmental issue, it's not a federal-provincial issue. It's a social policy issue, namely, how to provide a pension plan that provides sufficient retirement income for retired Canadians and the role of the provincial government in reshaping the pension plan so that objective can be achieved. You have taken a complete bye on that one. You are saying, "Sorry, somebody else is looking at it, I don't know who it is." It is squirrelled away within Mr. Miller's ministry.

Hon. Mrs. Birch: Surely it will have to be done.

Mr. McClellan: Precisely. But if you don't know your position—I'm not saying you do because I don't think you do since I don't think anybody in the social policy field does—at least the people in the Ministry of Treasury and Economics, or in the Ministry of Revenue or in that part of the government operation, will have a position. All I am saying to you is that this is a social policy issue, not an economic issue or a matter of federal-provincial relations. It's a matter of government making a value decision about how much of our wealth we, as a society, are prepared to share with senior citizens.

If you just do a complete cop-out on that issue and leave it to the more hard-nosed guys in Treasury and Economics who are approaching the question from a completely different angle, then we will come out of the process with just as bad a set of decisions as we came out of the original round of negotiations that led up to the Canada Pension Plan, which is that senior citizens will not be able to expect to get an adequate income out of the public pension scheme.

Hon. Mrs. Birch: I would suggest to you that is not what is going to happen. If they are looking at it carefully in preparation for a response to be ready immediately when the royal commission reports, I think that is expecting a little too much. I can assure you that at that time the social policy field will certainly be involved with Treasury and Revenue and any other interested ministry in this government to ensure that the pension for senior citizens and others is addressed, in co-operation with the federal government.

Mr. McClellan: We will expect you to do that. We will be watching to see what kinds of structures the government sets up in response to the royal commission and watching microscopically to see whether we get the same kind of sellout of the real interests of senior citizens in this round of Canada Pension Plan talks that we got in the round that took place during the 1960s. That was a sellout.

Any pension plan that gives 17 per cent of the average industrial wage as the maximum benefit—that's the maximum you can get—is a sellout. It has nothing to do with the income needs of the elderly. It has to do with an entirely different set of concerns and considerations. It has more to do with raising money out of regressive taxation for purposes of provincial borrowing than with meeting the income needs of retired Canadians.

Hon. Mrs. Birch: I am sure all those particular concerns will be addressed by the pension commission.

Mr. McClellan: I doubt that since one of the prominent members of the commission is a member of Colin Brown's National Citizens' Coalition Incorporated; at least, he was before he went on the board. I remain optimistic; I don't know why. I will not expect the worst from the royal commission until I see it.

These aren't basically technical questions. They're questions of value which are political questions and, legitimately, they will be decided by politicians, by you and your colleagues in Ottawa in consultation with each other. Unless you are clear about your values and your political objectives, you'll make the same set of wrong decisions that were made in the mid-1960s.

Hon. Mrs. Birch: Hopefully not. Mr. McClellan: Hopefully, indeed.

Mr. Sweeney: I have a general question. When we were advised yesterday that we would get this demographic picture, the question was raised as to what overall feature planning models you had in mind on which you would base this kind of information. I suggested that surely it would be necessary to have at least two or three different models, with different kinds of suppositions, perceptions or whatever the case may be. Could you in a very general way describe the process you are going through in establishing those models? If long-range planning means anything at all, it means, first of all, you have concrete data and, secondly, you have some agreed-upon way to use that data. Can we have an overview of your plans?

Hon. Mrs. Birch: Now that we have the data, we are certainly looking at ways we can use that very important information. Within the health field, we have had some opportunity to do some initial thinking about which trends in health-care services should be developed. Obviously, one of the directions would be in expanding our home-care program right across the province, the policy of providing ongoing care for those who by choice prefer to stay in their own homes. We do have pilot projects to draw on for experience in those areas to give us a clear indication of the costs involved. I might add that there is not too much saving in the cost. The capital costs are a large investment there. That is one area we are really looking at very carefully.

In the area of education, as you are well aware, we're looking at all kinds of new approaches including the approach to—

can't think of the name of it. What is the term? Isn't that awful?

Mr. Backley: Special education?

Hon. Mrs. Birch: No, not special education. I want to say career, but I don't recall the name.

Mr. Backley: Apprenticeship.

Hon. Mrs. Birch: Apprenticeship training. Mr. McClellan: I bite my tongue.

Hon. Mrs. Birch: You bite your tongue. That is an area in education where we're looking at ways and means of using facilities that will not be required in the educational system, perhaps by finding community uses for those facilities and developing them for various programs that ordinarily would require a tremendous amount of new capital expenditure. It has given us an idea of where we should be going and what we should be looking at by way of new approaches to providing some of the ongoing programs we have. We don't have all the answers at the moment.

Mr. Sweeney: The point raised in the presentation of this demographic transition was if things continued as they are now, certain economic decisions would flow from it. One of the figures was an increase of \$2.3 billion in one cost. Are we to assume that the way that was phrased means the government has already made a decision that we cannot continue with our present practices and that we have to make some fundamental changes?

Hon. Mrs. Birch: The government hasn't made any decisions about this study at all. It has just been completed. No decision have been made. It was done to provide us with facts and figures on trends that are developing and future expectations we might have for some of the programs we're introducing at the moment.

Mr. Sweeney: How often do you do a demographic study like this?

Hon. Mrs. Birch: This is the first for some time.

Mr. Backley: As a field, on an interministerial basis, this is probably the first for some time. Individual ministries have been doing this sort of thing for quite a while. Health and Transportation and Communications have been running this kind of projection for quite a few years as to what the long-range implications are.

Now we're doing it on a government-wide basis because there are quite a few factors involved. Industry and Tourism, for example, looks at types of industry which might be increasing, based on demography, the fact of smaller households, women in the work place, an older working population and the need for changing careers. But it's only one element. One also has to take into account new technology like silicone chips and the impact that technology would have on the work place. This is just one slice of what is going to be quite a multi-layered review.

Mr. Sweeney: I understand some of the larger corporations do something similar to this. For example, I've seen a 20-year projection from Electrohome in my own community. I would suspect other large companies do the same thing.

Hon. Mrs. Birch: They have to do marketing trends all the time.

Mr. Sweeney: Yes. Basically, they're looking at marketing trends. Do your projections compare with theirs, or has any comparison been made? They would take into consideration many of the same things: age groups, purchasing power, family sizes, level of education, leisure, et cetera.

Mr. Backley: I don't know about individual corporations. We have had a look at a projection produced by a firm of consultants. A couple of the larger banks have produced some demographic projections lately. In gross terms, we're in step with them. We have gone into some of our own interests in much more detail than they have, but that's something we'll now want to do to see what other people think.

There is going to be a range of interpretations. For example, in health it could be that we face a more healthy population

for people over 65.

[5:15]

Mr. Sweeney: Providing people don't continue to abuse themselves as they have been.

Mr. Backley: That was my next point. On the other hand, we know very well that over the last 15 or 20 years lifestyle problems have really come to the fore. Maybe that's going to carry into the 65 and over group too. We don't really know at this stage what are going to be the correct answers. We have to be ready for both and adjust the projections as we see how the morbidity rates change.

Mr. Sweeney: As was pointed out to us, any study like this is based on certain assumptions. Which of the assumptions upon which this study is based do you have some difficulty accepting? Do you question them or do you accept all the assumptions as being valid? Obviously, they could be wrong. Are these your assumptions or somebody else's? Maybe that's the question I should be asking.

Mr. Backley: It's a combination of a number of things, not one individual. Some of the information is from the central statistical offices of the Treasury, some input is from the research branches of the four ministries within the field and some from our own staff. It's a combination of a variety of inputs. It's difficult to say which one is the most hairy, if you like, of the assumptions. In the case of the pattern of educational training in the future, the different proportions between the universites and the community colleges, it's possible that might be out. We can tell over time, as we get closer to it, whether or not we're accurate. One would have to be very careful about embarking on a building program to see what was going to happen.

Clearly the output from the community colleges is going to relate to manpower needs for the future. That's an area that's going to have to be looked at pretty closely too. Manpower needs can change very rapidly in such a short period. If one takes nurses, in 1974 there was a shortage of nurses in Ontario. Some three or four years later newly graduated nurses were in many cases going to other places to get employment. Now they can come back again because that market has levelled off. That was brought about primarily by married women coming back into the labour force.

One has to take into account that sort of thing as well. One can't predict what might happen if there are changes in staff utilization or wage rates or in society.

Hon. Mrs. Birch. There are a lot of questions.

Mr. Sweeney: More questions than answers.

Mr. Blundy: I believe the secretariat sends out from time to time an information flyer or a letter to senior citizens. I would like to ask about that. What prompts me to do so is that the president of Pensioners Concerned in Sarnia spoke to me some time ago about the need for information for seniors about what government agency to go to, or whom to contact regarding various things.

I had a letter, which I thought I brought in with me today but I haven't, from him. He says there is a lack of information for these people. They have set up from one to four o'clock in the afternoon an information line seniors can call to get information.

I'd like to ask the secretary how frequently this flyer is sent out. Is it sent out to every senior citizen and what information does it contain? Does it contain information on other than the government of Ontario, for instance, the government of Canada as it pertains to seniors? Just what does it give them, how often do they get it and what form is it in?

Hon. Mrs. Birch: To begin with, the senior citizens' newsletter is a quarterly newsletter. It's sent out by the Ontario Advisory Council on Senior Citizens. It is their newsletter and not the secretariat's newsletter. They determine the content and the whole makeup of the paper. They have from time to time included in their newsletter, which goes to all senior citizens in the province, information on government programs, both federal and provincial.

They have reacted on many occasions, because of their involvement with the general public through their public meetings, to requests for specific kinds of information to be included in this newsletter. It has a very positive response across the province and one I hope they will be able to continue to receive. Its circulation is now about 760,000 in Ontario. It has been in existence for four years. For many of our senior citizens, it's their only source for that kind of information In the newsletter, they have included questionnaires to elicit the kinds of information those readers would like to see dealt with. These have been widely responded to. It is an excellent way because it is the seniors themselves who are providing the kind of information they think, and oftentimes are told, the readership would like to have,

Mr. Blundy: Would the newsletter, for instance, tell them whether there is a program that would enable them to fix their veranda if it were falling down? Are all of these programs explained?

Hon. Mrs. Birch: Over the four years they have tried to inform senior citizens in Ontario of all the government programs that are available to them. On a personal basis, I know my mother, who read the senior citizens' newsletter in a very small town in Ontario, found out, for the first time, that she could get some dental care which she hadn't known about in her own town. I think this kind of personal information is very helpful to them. They have, as a matter of fact, included information in how to contact the local MPP in their own area.

Mr. Blundy: They seem not to have any trouble with that.

Hon. Mrs. Birch: But it has been a source of excellent information for the senior citizens in Ontario, one that I would not like to see ended.

Mr. Blundy: Okay, thank you.

Mr. Chairman: Are there any further questions on vote 2701? Shall vote 2701 carry?

Mr. Sweeney: No. I have one question. I noted under public accounts that the secretariat's budget last year for advertising through Foster Advertising was \$366,721 which was 17 per cent of its total budget. As nearly as I can tell, that is one of the largest amounts for that particular kind of service anywhere. Could you explain why that is so? As a matter of fact, someone pointed out to me that it's more than the total budget for the justice secretariat, which is \$358,000.

Hon. Mrs. Birch: I will have to find where you are.

Mr. Sweeney: I am looking on page 185 at the public accounts for 1978-79. It says social policy field, Foster Advertising, \$366,721. That is a very large amount of money. Why?

Hon. Mrs. Birch: That budget is required for the Experience program.

Mr. Jones: A large part of that would be a combinaton, a scenario, if you will, of advertising programs that went forward, a lot of it in connection with the booklet, The Job of Looking for a Job. It involved programs alerting and reminding young people to look for summer jobs early which, as you may recall, in the last two to three years have started to be filled almost in late December and January. Then, following that, was our involvement as the promoters and sponsors of the Ontario Youth Employment Program which was a tremendous success. We had a rather considerable and intense advertising program there, that we were urged to support, to make privatesector employers and young people aware of the workings of it. So it is a combination. As the minister mentioned, it includes the Experience program. The largest amount of dollars were spent on the program giving tips and advice to help young people get into the job market and in making them aware of that program and the group of programs that were in the package in these last three years-OYEP and those others that were in the last budget.

Mr. Sweeney: What percentage of that would be used for—I don't know what the correct term is—the layout cost, the design cost, et cetera, once you got the thing in place?

Mr. Jones: I know what you are speaking of, the actual design and the creating of page.

Mr. Sweeney: Yes, the actual up-front costs, not the duplication, from a printing point of view.

Mr. Jones: I don't have them in front of me. As I recall, they are not a big item. Most of the cost in dealing with media buying is about 10 per cent. The great majority of the budget, 90 per cent, was spent on weeklies. You will recall we had a radio program in the case of OYEP which alerted people to look in their local weekly papers for information. It informed young people and employers-to-be about the workings of the program, how to get in touch with the appropriate sections of the government and how to make their application. So 90 per cent of that funding was involved in that whole host of programs that totalled some 72,000 jobs. In the case of OYEP, which I admit is fairly intense, 44,000 jobs were created last year.

The programs that we are dealing with total something in the order of \$77.8 million. That is, the sum relationship of how the advertising and the explaining of those programs, their availability and how to work with them, as against those kinds of dollars and making sure they work, as indeed they did. Maybe that brings it into some kind of perspective.

Mr. Sweeney: Just a second, what would the \$77 million be?

Mr. Jones: That was the total expenditure on last year's summer programs. Experience '79 was \$19.5 million. You have them there in the estimates; OYEP was somewhere in the order of \$29 million. Then there was the Ontario career action program. Those were the programs we fund ourselves. As the youth secretariat in the social development field, we are involved as sponsors and/or coordinators. In the case of premiums, as I mentioned, a combination of the media advertising takes place.

Mr. Sweeney: I am sorry, Mr. Backley, I just didn't understand the figure that Mr. Jones was giving me.

Mr. Backley: To try to give you some idea of size, for example there were 200,000 English and 10,000 French copies produced of The Job of Looking for a Job. There were 50,000 copies produced of a guidebook of How to Make Your Own Business. There is a high volume of printing; it's not just a simple question of layout.

Mr. Sweeney: In the 1979 throne speech, there was a reference to an attendant care program. As of now, I am not aware of any program that has actually been put into place.

Can you tell me where that attendant care program is? The year is almost two-thirds over.

Hon. Mrs. Birch: The program is going into place at the Senator Croll building on Bloor St.

Mr. Sweeney: Is that the former Rochdale?

Hon. Mrs. Birch: Yes. There will be a number of handicapped young adults who will be living on their own in those apartments with attendant care.

Mr. Sweeney: That's the only program?

Hon. Mrs. Birch: No, there are others but this is the most recent. In this one, we will be paying 100 per cent of the attendant-care costs.

Mr. Sweeney: Is that supposed to be some kind of a model program? What's the significance of that?,

Hon. Mrs. Birch: In the past we have had programs where support-care costs have been paid. In this instance these are severely handicapped young people who require quite a high degree of attendant care. This program will be going into operation, hopefully, within the next few weeks. They're all being assessed at the moment to see who will be getting the apartments. It's something we would like to see developed more.

[5:15]

Mr. Sweeney: Where are those people now?

Hon. Mrs. Birch: Some were in Lyndhurst Lodge. They had completed their rehabilitation. Others were in nursing homes because that is usually the route these young people have to go, particularly the ones with spinal cord injuries. Usually after their rehabilitation has been finalized, they've tended to go to nursing homes or homes for the aged because of the degree of care that they required. Riverdale Hospital is another place where they have chronic-care facilities.

We feel very strongly they should be given the opportunity to contribute. As a matter of fact, the group we've been involved with from Lyndhurst Lodge hopes to get back into the work force. Of this group, two are already working. One has returned to university at Waterloo where he's being helped in a residence there. We hope to encourage others to get back into the work force and live independently with this kind of supportive care. This is what they'd really like to do. We'd like to see this expanded.

Mr. Sweeney: Where would be the next major push of that nature? What's the next one on your agenda? Hon. Mrs. Birch: I think St. Lawrence and Clarendon, The St. Lawrence development within the city will be having a development such as this as well. It's something on which we don't have a provincial policy because we want to go slowly to make sure what we're doing is the right thing for these young people.

Mr. Sweeney: The only reason I even raised the question at all was it was in the throne speech and we just didn't see any evidence of it happening anywhere.

Hon. Mrs. Birch: It is happening.

Mr. Sweeney: It is certainly not very well known because I have checked with a couple of other people around who should know this. I asked them what had they seen and they said they didn't know.

Hon. Mrs. Birch: There are four quite large projects under way, in Windsor, Thunder Bay, Clarendon in Toronto and Ottawa. They're all funded under our program, as well as the Cheshire Homes in London and Burlington. With the additional kind of care these young people will be receiving as they go into the Senator Croll building, we think that's a fairly good indication we're keeping the commitment in the throne speech.

We hope to be able to develop more programs as we learn more about the needs

and how to address those needs.

Mr. Sweeney: You keep referring to young people. Is this designed only for young people or does that happen to be a particular target group?

Hon. Mrs. Birch: When I say young people, I think of the young people that go. They're into their early 30s, but there is quite a wide range of age. We have 52 places this year and, hopefully, we'll have 52 places for next year. I think that's a fairly good beginning.

Mr. Sweeney: Mr. Chairman, I have a question about one of the advisory councils. Is it under item 1 or item 2?

Mr. Chairman: We're taking the vote as a whole, not item by item.

Mr. Sweeney: The minister will remember the negative reaction, from some quarters at least, to Mr. Norton's recent announcement about benefits to help welfare recipients to get off the rolls and back into meaningful and self-supportive work. The reaction seemed to me to be primarily that they didn't take enough factors into consideration, for example, the need for more day care.

I understand that the Ontario Status of Women Council as an advisory body indicated they had not been consulted on this. Maybe I'm making an incorrect assumption here but I don't think I'm too far off. Given the majority of people who probably would benefit from such a program would be women, it would seem reasonable that that would be one of your advisory councils you would consult fairly extensively. Is that claim by the Status of Women Council valid? If it is, why did it happen?

Hon. Mrs. Birch: I guess one has to interpret what to consult or to advise really means. Certainly they had presented information to the ministry. It had been taken into consideration but it did not necessarily come out the way the advisory council had anticipated.

The council had established a committee on women with special needs which researched the income maintenance measures that affected women on family benefits and general welfare assistance. On the basis of their information and research, they presented a brief to the Ministry of Community and Social Services which was addressed when the ministry was making the decision to implement that pilot project.

Mr. Sweeney: Is the concern of that council then not necessarily that it was not consulted, but the recommendations it made weren't followed?

Hon. Mrs. Birch: They are an advisory council.

Mr. Sweeney: They seemed to be very upset at the time. I am wondering what was the cause of their being upset.

Hon. Mrs. Birch: They felt it was not going to be available for as many mothers or women on family benefits or general welfare as we had indicated we hoped would be included in the program. They based that on the assumption there would not be enough day-care available and that the incentives were not great enough to encourage women to go out to work. In all fairness, the ministry people themselves over a period of time had also done a great deal of research work and were of the opinion that it was going to be helpful.

One takes the advice of an advisory council whose information had been addressed and weigh that against that within the ministry which has a great deal of information at its fingertips, is involved daily with that group of people, and has made the assumption and recommended the program go. That's the only way I can answer. Unfortunately, we don't accept all the recommendations of all advisory councils. We accept those we

think address a certain issue in a way we can respond to favourably. But to suggest that every recommendation from an advisory council is automatically implemented, it just doesn't happen.

Mr. Sweeney: It would be accurate then to say there was a fairly strong difference of point of view between those two. I was going to say of opinion, but I think point of view is perhaps more appropriate.

Hon. Mrs. Birch: I would suggest point of view.

Mr. Sweeney: On the same council, what is your policy field's position on the equal pay question? There is at least one bill before the Legislature dealing with this issue. It has been a current and constant theme from the council recommendations to you, every year for the last several years, and yet nothing really seems to be happening. Where is the policy field in that one?

Hon. Mrs. Birch: I don't think the policy field has addressed that specific issue. It's more of an issue within the Ministry of Labour. It's not one we have addressed as an issue within our policy field. I don't think the policy field as a whole would have a recommendation in that area. That's more of a politician's decision.

Mr. Sweeney: At the same time, in your opening remarks you pointed out that—

Mr. McClellan: You are not a politician? Hon. Mrs. Birch: Oh, yes.

Mr. Sweeney: —because of the very nature of providing human services you sometimes, have to spill over into other policy fields.

Hon. Mrs. Birch: Quite often.

Mr. Sweeney: It really isn't appropriate to say that because it comes under the Ministry of Labour your policy field would have nothing to say about it and have no position on it.

Hon. Mrs. Birch: I am not saying that we don't have any position on it. It's not been discussed as a policy issue in our field. It has been addressed in the Ministry of Labour and I assume it has been addressed in the Ministry of Community and Social Services.

Mr. Sweeney: Would it be true that the recommendation of the Status of Women Council would go directly to the Minister of Labour rather than to you?

Hon. Mrs. Birch: Most recommendations from the advisory council come through me and are directed on to the ministry responsible.

Mr. Sweeney: So there are some for which you are just a door through which they pass.

You don't have anything to do with them directly?

Hon. Mrs. Birch: Mostly they are just passed through to the pertinent ministry.

Mr. Sweeney: The Minister of Education in her opening statement was very critical of a recent W-5 program with respect to foreign students. When we were debating her estimates, we pointed out to her that the very points she is making in 1979 were the very points we had made back in 1976 and 1977. It would seem to indicate that if she felt as strongly about them and if she was representing government policy or a governmental position, there should be a significant reversal on that. What is the policy position in your secretariat with respect to foreign students? We are talking about foreign-visa students, not landed immigrants. Obviously, we are talking of major government policy. This is not just one ministry.

Hon. Mrs. Birch: I am not aware of what the discussion was in the minister's remarks. I haven't seen them, so I don't know. I have not seen the W-5 program to which you refer, so I don't know how to respond because I can't put it into proper context. I don't know what it is that you referring to.

Mr. Sweeney: This is an issue that would not then be a policy field issue. At least, it hasn't been discussed at your level.

Hon. Mrs. Birch: I can't say that because I am not sure of the content of the question.

Mr. Sweeney: I remember when the decision was made, the then minister, Dr. Parrott, made it very clear that it was an issue that had been discussed at cabinet level and decided at cabinet level. I am going on the assumption, if I understand the operation of policy fields, that those kinds of issues go through the policy field discussion area first before they go to cabinet. Am I mistaken?

Hon. Mrs. Birch: No, quite often they do. If it is a new policy we are addressing, then it comes through the policy field. If it's something to do with an ongoing program within the ministry, then there is no need for it to come to the policy field. If a policy has already been established and perhaps they are changing it or deviating from it, it might come to the policy field it might not. It might go directly to cabinet.

I am sorry I am at a loss to respond as I should be because I did not see the minister's opening statement and I don't know the program you are referring to, but I think it has to do with tuition fees.

Mr. Sweeney: Yes.

Hon. Mrs. Birch: That's on our policy field agenda for Thursday morning.

Mr. Sweeney: If you haven't made any decision on that, perhaps somebody in your organization would go back and check the debates when that decision was made by cabinet and compare those debates with the minister's opening statement reacting to the W-5 program. They are almost identical. The arguments used at that time to justify that policy decision and the counter-arguments to try to persuade the government at that time not to take that position are now the same arguments being used by the minister. If policy field development has a validity, then as new information becomes available or a new awareness of the information becomes available, then changes have to be made. I'll just leave that with you.

Hon. Mrs. Birch: I certainly will look at the minister's opening statement before Thursday's policy meeting.

Mr. Sweeney: We discussed it with the minister. I am sure she could give you a briefing on it. Look at her statement.

On a number of occasions, the question has been raised of having a central office in most municipalities whereby all the human resource services of the provincial government, and hopefully even of the federal government, could be located in the one spot so that the common complaint people have that they simply get shuffled from one end of the city to the other would be considerably reduced. What is the policy on that, what is the current practice, and what are the plans?

Hon. Mrs. Birch: There are ongoing discussions about providing a centralized focus for government information. That has been addressed over the past few months. No decision has been reached as yet, but it certainly is a recognition of the need to get information about government programs, policies and services out to those people who require them. It's necessary and it is a whole area that is being considered at the moment.

Mr. Sweeney: Can I take it that your comments mean that as a policy minister this is something you would favour, argue and fight for?

Hon. Mrs. Birch: As a policy field and as a government, we are looking at it. That is a clear indication we think it's necessary.

Mr. Sweeney: Is there a fairly close liaison between this government and the federal government along the same lines?

Hon. Mrs. Birch: I really couldn't respond to that. I don't think the federal government has been involved in our discussions about providing this kind of information. Mr. Sweeney: If you talk to your own members, you'll find one of the things people frequently say when they first come into our office, is "I have been from one to two to three to four to five and I am ready to explode." It seems to be such a long-standing issue I would have hoped you'd be further advanced in making a policy decision on it.

Hon. Mrs. Birch: This is something that needs to be looked at. There is not much point in providing services and programs if people aren't aware of how to go about getting them. It has to be concentrated into a one-window convenience for them.

Mr. Sweeney: I am conscious of the time. May I ask the minister's reaction to another issue? In the very recent past, over the last couple of months or so, I have had two different cases brought to my attention where young people with problems of one kind or another were eventually diagnosed as having a severe allergy which caused all of these problems. In both cases, however, OHIP refused to pay for the diagnostic service. For one reason, or another they didn't fit into some nice neat little program.

Perhaps I can read you one paragraph to show you what I am talking about. This is a letter to the Minister of Health, dated November 8, 1979. It says: "It seems that OHIP believes this doctor to be in the preventive field, so they do not cover the cost of testing and treatments. The two-day testing and consultation cost us \$250, of which OHIP covers about \$25. Our son spent 15 hours being tested."

Let me give you another one. Here is the— Mr. McClellan: Excuse me, I understand there is a vote.

Interjection.

Mr. McClellan: I don't know, but my suggestion is that we pass the vote and go into the House.

Mr. Sweeney: I pass this on to the minister then.

Vote 2701 agreed to.

Mr. Chairman: This completes the estimates of the social development secretariat. I want to thank the minister, the ministry staff and the committee for their co-operation, The committee meets tomorrow at 1 p.m. for the resources development secretariat estimates for which we have an allocation of five hours. We may not use it all, but could complete these estimates tomorrow.

Hon. Mrs. Birch: Thank you, Mr. Chairman.

The committee adjourned at 5:49 p.m.

### CONTENTS

Tuesday, December	11, 1979
Opening statements, continued	S-1609
Social development policy program	S-1612
Adjournment	S-1631

## SPEAKERS IN THIS ISSUE

Birch, Hon. M.; Provincial Secretary for Social Development (Scarborough East PC)

Blundy, P. (Sarnia L)

Gaunt, M.; Chairman (Huron-Bruce L)

Johnston, R. F. (Scarborough West NDP)

Jones, T. (Mississauga North PC)

McClellan, R. (Bellwoods NDP)

Sweeney, J. (Kitchener-Wilmot L)

From the Provincial Secretariat for Social Development:

Backley, W. A., Deputy Provincial Secretary

Bruce, D. L., Policy Analyst

From the Ministry of Health:

Drazin, Y. S., Senior Consultant, Evaluation, Policy Development and Research Branch







# Legislature of Ontario Debates

Official Report (Hansard)

**Social Development Committee** 

Estimates, Provincial Secretariat for Resources Development

Third Session, 31st Parliament Wednesday, December 12, 1979

Speaker: Honourable John E. Stokes

Clerk: Roderick Lewis, QC

### CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$15.00 per session, from: Sessional Subscription Service, Printing Services Branch, Ministry of Government Services, 9th Floor, Ferguson Block, Parliament Buildings, Toronto M7A 1N3. Phone 965-2238.

Published by the Legislature of the Province of Ontario. Editor of Debates: Peter Brannan.



# LEGISLATURE OF ONTARIO

Wednesday, December, 12, 1979

The committee met at 1:03 p.m. in committee room 2.

#### ESTIMATES, PROVINCIAL SECRETARIAT FOR RESOURCES DEVELOPMENT

Mr. Chairman: I call the committee to order. As you know, we're dealing with the estimates of the resources development policy field today. The minister has an opening statement which I will ask him to make at this time.

Hon. Mr. Brunelle: Mr. Chairman, I have some brief opening remarks. Afterwards, I'd be pleased to answer any questions the members may have. I believe copies of our briefing notes had been sent about two weeks ago. If any member does not have a copy, we have extra copies. The material outlines my responsibilities as Provincial Secretary for Resources Development and minister responsible for native affairs.

In my role as Provincial Secretary for Resources Development, I chair the cabinet committee on resources development, a committee which meets every Thursday morning to consider items brought forward by the eight ministries in the resources development policy field and the Ministry of Northern Affairs and, on occasions, items referred to the committee from outside the field.

For the information of some of you who may not be familiar with the policy field system, the ministries in the resources field are the Ministries of Agriculture and Food; Energy; Environment; Housing; Industry and Tourism; Labour; Natural Resources; and Transportation and Communications. The Ministry of Northern Affairs has a somewhat different relationship in that it has a membership on our committee as well as on both the social development and justice policy committees. The secretariat facilitates the review and analysis of submissions brought forward from these ministries to the cabinet committee on resources development.

Representative of the issues dealt with by the committee in the past year are the Foodland Ontario promotion program from the Ministry of Agriculture and Food; basic mapping from the Ministry of Natural Resources; concepts for increasing tourism potential in provincial parks from the Ministries of Industry and Tourism and Natural Resources; and further development in the transportation and energy management programs from the Ministry of Transportation and Communications.

The Foodland Ontario promotion program reconfirms the government commitment to encourage Ontario residents to buy Ontario produce. We believe that through accelerating this program we will not only provide greater sales for Ontario farmers, but also improve the awareness of the general public of the range and quality of Ontario-grown food available, as well as improve our self-sufficiency in agriculture, thus providing import replacement. This also helps our balance-of-payments situation and benefits the economy.

The Ontario basic mapping program was initiated to provide a series of large-scale topographic maps covering the entire province over the next 13 years. This will replace the present wide variety of maps currently used. All maps will bear a standard geographical reference grid. It is estimated that the new maps, when completed, will result in significant dollar and manpower savings. The system will also make it possible to standardize computer storage of geographical data.

The concept of increasing tourism potential in provincial parks was recommended by both the Ministry of Industry and Tourism and the Ministry of Natural Resources. The main benefit of this policy would be to increase employment opportunities in tourism-related businesses. It would encourage people to use parks more and for longer periods of time. In addition, private sector accommodation operators would be encouraged and new support services would be identified and promoted.

Work is continuing on a transportation energy management program, which the Ministry of Transportation and Communications is co-ordinating with other ministries, the principal among which is the Ministry of Energy. The aim of this program is to identify means of saving energy in the field of transportation through improving transportation efficiency. A high priority has been at-

tached to reducing Ontario's petroleum dependency. An energy co-ordinating committee is working on developing and coordinating means of achieving the objective.

The Ministry of Transportation and Communications also recently put forward a proposal to create the Talbot Trail. This trail, running from Windsor to Fort Erie, will use existing roads to create a scenic drive along the north shore of Lake Erie. Associated with the trail will be recreation facilities, parkland, historic sites and buildings, many of which are already in place. Actual planning for the route is to be in the hands of a committee comprising one elected representative of each affected county or regional municipality. This committee would be responsible for both raising funds from these municipalities and directing the spending of the funds for improving sites along the route.

Another major function of the resources secretariat's work is project management. In performing this function, the secretariat ensures that the broad concerns of the several ministries with primary involvement in a given project are examined and dealt with as fully as possible. One project which has been of major interest to the secretariat during the last few months is the preparation of the government's response to the Environmental Assessment Board's report on Elliot Lake. The secretariat has been co-ordinating the government's response to the Elliot Lake report, which was released by the Environmental Assessment Board in May. The task has involved ensuring thorough responses from all appropriate ministries, maintaining liaison with the several ministries involved and the analysis of isssues raised by the board's report.

Federal Bill C-14, the proposed Nuclear Control and Administration Act. introduced in the fall of 1977, was intended to replace the Atomic Energy Control Act, 1946. The province is concerned that the proposed act represents further federal intrusion into provincial jurisdiction, as well as duplication between federal ministries. In March 1978, a working group, chaired by the secretariat was created to prepare a detailed critique of the proposed bill. This review resulted in action by the then Ministers of Natural Resources and Energy to inform colleagues from the other provinces of Ontario's concerns and led to the preparation of a report, co-ordinated by the government of Saskatchewan and representing the view of all the provinces, to the Minister of Energy, Mines and Resources.

(This report was submitted to the federal Minister of Energy, Mines and Resources and resulted in meetings between provincial and federal officials in the winter and spring of 1979. Since then, the federal government has publicly stated that it intends to hold a parliamentary inquiry on nuclear energy matters.

In Ontario, the deputy ministers' committee on occupational and environmental health is currently preparing a review of the provincial position on the administration of nuclear matters, to be reviewed by the cabinet committee on resources development and then the cabinet with a view to submitting papers to the parliamentary inquiry.

Following the adoption of the policy of regulatory reform, each provincial secretary was required to undertake a thorough review of the regulatory requirements of ministries in his field. The resources field's committee, chaired by the secretariat, is continuing to work in this area to improve the regulatory process in our ministries and to improve customer service to the people of Ontario.

In the area of job creation, a major step has been taken through the creation of the Employment Development Board, of which I am a member. It was established in the spring of 1979 to provide direct financial incentives to private endeavours, thus stimulating economic growth. The basic objectives are to increase both investment and employment in Ontario on a long-term basis through measures such as the stimulation of regional development, import replacement, training in needed job skills and innovation of new processes. The forms and amounts of assistance vary according to the natures of the proposals.

To ensure Ontario's energy future, a number of areas are being examined. Among them are: encouraging more efficient use of petroleum products through measures such as the transportation energy management program; better insulation; discouraging the wasteful use of electricity; the energy from waste program, which includes an experiment at Hearst to produce energy from wood waste; the waste heat experiment at Kincardine; and the involvement of the private sector through the Ontario Energy Corporation.

Recently my ministry has been co-ordinating work by representatives in each ministry of the policy field on demographic projections. The purpose of this study is to determine the implications of the demographic trends identified for Ontario for the

next several years. I wish to mention at this time that if time permits and if the members of the committee are interested in a brief presentation, since the projections will affect the ministries in our field we will be pleased to do it for them. It's quite interesting to see the implications of the next five years.

In addition to facilitating the co-ordinated review of these and other specific policy matters, the secretariat co-ordinates the field's annual planning of its budgetary and manpower requirements. As part of our work, the cabinet committee on resources development meets with delegations representing specific interest groups to provide these groups with an opportunity to present their concerns about resources issues to our ministries. In the past year, for example, we have met with the Conservation Council of Ontario, the Northwestern Ontario Municipal Association, the Urban Development Institute, the Canadian Railway Labour Association, the Canadian Pulp and Paper Association and the Independent Sawmill Operators Association.

# [1:15]

Three special areas for which I have responsibility are native affairs, land-use policy and science policy. In my role as minister responsible for native affairs in Ontario, my major concerns are the co-ordination of native affairs policy and communications with native people. There have been several accomplishments in the area of native affairs policy over the past year. One has been the continued work of a tripartite council which comprises federal and provincial ministers responsible for native affairs and a representative of the executive council of the chiefs of Ontario. The council was established to clarify responsibilities for service arrangements for Indians in Ontario and to resolve their mutually agreed-upon problems.

A second has been the Indian Commission of Ontario under the chairmanship of Mr. Justice Patrick Hartt. This commission operates independently of the three parties to the tripartite process to facilitate the resolutions of matters identified by the tripartite council. It serves as a secretariat to the tripartite council, Mr. Justice Hartt also serves as the chairman of the tripartite steering committee, on which senior officials from each of the three parties are represented. It meets monthly to direct the discussions and negotiations.

Through the auspices of the Indian Commission of Ontario, a memorandum of understanding has been signed by the federal

and provincial governments and the chiefs of the Whitedog and Grassy Narrows reserves agreeing to engage in a mediation process to assist these Indian bands to improve the social and economic conditions on their reserves. An independent mediator, Mr. E. B. Jolliffe, has been appointed. Assisted by two fact-finders, the residents of the reserves prepared a report on the situation existing on the two reserves and a list of proposals on ways to improve their economic situation. This report was received by both the federal and provincial governments this summer, and the governments have commented to Mr. Jolliffe on the proposals. Mediation is continuing to determine the action to be taken by the governments and other relevant parties in response to the bands' proposals.

Also during the past year, an informal study of the government's ability to respond to native concerns was undertaken. As a result, a cabinet committee on native affairs was established this fall. The committee replaced the advisory committee that had been established about two years ago. The committee is composed of the following ministers: myself as the chairman; the Attorney General and Solicitor General; the Ministers of Community and Social Services; Correctional Services; Culture and Recreation; Health; Intergovernmental Affairs; Natural Resources; Northern Affairs; Education; and Colleges and Universities.

This committee meets regularly to review issues of concern to native people and the government. It is responsible for recommending to cabinet the policy or positions the province should establish in regard to matters referred to the committee by any line ministry. Issues dealt with by the cabinet committee on native affairs include Indian lands claims; co-ordination of Ontario's comments to the Whitedog-Grassy Narrows mediation proposals; the government's financial contribution to the tripartite negotiation process and the northern rural development agreemet as it applies to status Indians in northern Ontario.

The ongoing responsibility for land-use policy rests with the cabinet committee on resources development. In this area, it is supported by the land-use committee, which is chaired by the secretariat. In the past year, the committee has examined issues such as environmental assessment and municipalities; Planning Act review; land-use controls in unorganized territory; ongoing articulation of land-use policies; recreation land policy; rural severance policy; flood-

plain management; and mineral aggregate policy. Work is also proceeding on means of ensuring that the province's land-use data requirements are met.

In the area of science policy, the advisory committee on science policy is chaired by the deputy provincial secretary and has been focusing particular attention on affirming the importance of science and technology to industrial strategy and potential. This work is being done in close collaboration with the Ministry of Treasury and Economics and the Ministry of Industry and Tourism.

The committee assists the government in contributing an Ontario perspective to the programs and initiatives of the federal Ministry of State for Science and Technology. Raising the level of awareness of the importance of research and development also continues to be a prime objective in the area of science policy.

Two commissions report to the government through this office. These are the Royal Commission on Electric Power Planning and the Niagara Escarpment Commission. In July 1978 the terms of reference of the Royal Commission on Electric Power Planning were changed to have the commission report on the need for and timing of additional bulk power facilities in both the areas south of the Bruce development and east of the Lennox station. In June and August of this year, the commission released its reports on the need for additional facilities in southwestern and southeastern Ontario. These reports are being studied by the Ministry of Energy.

The commission now is occupied with the final stages of its work, specifically the completion of the seven background studies and the writing of the final report. The seven background studies have been written and are being prepared for printing. The subject matter of the seven studies is as follows: The total electric system; the demand for electricity; energy supply and technology; economic considerations; environmental and health impacts; socio-economic and land-use implications; and decision-making, regulation and public participation. The final report of the commission is to be received by the government on or before February 29, 1980.

The Niagara Escarpment Commission released the first draft of its proposal for the Niagara Escarpment, entitled Preliminary Proposals, on February 14, 1978. The proposals were intended to promote public discussion of specific escarpment planning issues. The response to these proposals was significant.

About 100 meetings were held with various groups and many submissions were received on the preliminary proposals. Because of this heavy response, the preparation of the proposed plan was delayed and, therefore, the plan was not released until November 22 of this year.

Following release of the proposed plan, four months are required under the Niagara Escarpment Planning and Development Act for municipal and public review, followed by hearings before hearing officers. Only after these two steps are complete can the final recommendations be compiled for the submission of the plan to the minister.

In addition to my deputy, Mr. Anderson, and members of the staff of the secretariat, we have here to answer detailed questions Mr. Ron Smith, the executive director of the Royal Commission on Electric Power Planning, and Mr. Ivor McMullin and Mr. Gerry Coffin, the chairman and executive director of the commission.

Mr. Chairman: Before I call on Mr. Reid, the minister mentioned in his opening statement that the ministry is prepared to have a slide projection of the demographic projections of the ministries coming under the umbrella of the resources development policy field. Is it the wish of the committee to see that or what is its pleasure in this respect?

Mr. T. P. Reid: How long a presentation is it?

Hon. Mr. Brunelle: The presentation itself would be about 10 to 15 minutes. It could be longer, but we could make a brief presentation.

Mr. T. P. Reid: It would certainly break the monotony.

Mr. Chairman: I should mention that yesterday we had a similar slide demonstration with respect to the social development policy field which was very interesting. If the committee wishes to do that, perhaps we could have that set up later on.

Mr. T. P. Reid: Mr. Chairman, I'm going to be relatively brief. I won't go into great detail about my party's feelings that secretariats maybe aren't as useful as they are seen through the eyes of the government, but perhaps we will discuss that another time.

When I was debating on what I was going to speak about, I was intending to deal with only one subject matter, namely, northern Ontario and one-industry communities in Ontario specifically. I am going to speak about some other topics but, for the benefit of the minister and his staff, I want to under-

line that at the moment this is my greatest concern. I am sure the minister is aware I have been beating this drum for some time; I have some particular and personal reasons

for doing so.

I don't think we have to review what happened in Atikokan. It is obvious that what has taken place there is going to occur in a number of other northern communities in the next few years. I was disappointed, Mr. Minister, that I didn't see anything specific, either in the briefing book or in your remarks, dealing with one-industry communities. I notice there is something like \$17 million or \$19 million through a DREE agreement dealing with one-industry communities in northeastern Ontario, although I don't quite understand how that program works.

It seems to me that if the resources development policy field is going to accomplish anything, it should be dealing with matters such as one-industry towns. Obviously, the ministries that would deal with them on a sort of day-to-day basis don't have the time to deal with long-term problems and plans. As a matter of fact, those words keep coming up in your opening remarks and in your priefing book, yet I don't see too much indication that these matters are being dealt with.

If we look at the situation in Atikokan, we can be suitably impressed with many of the initiatives the government has taken. For that, the community and I are grateful. Unfortunately, it is too little and too late. The mines indicated in the early 1970s that they would be shutting down, probably by the 1980s; yet the government didn't swing into action until two or three years ago, at which point I think it was difficult to expect we were going to be able to maintain the community with the population it had and provide jobs for everyone.

I don't pretend to expect anybody can wave a magic wand and provide jobs, in this case for 1,100 or 1,200 people; but it seems to me we should be dealing with some kind of policy and some kind of guidelines that would assist the people involved to know what assistance might be available and what they can do. I don't think anybody would be annoyed if I said many of these municipalities and the people in them don't have the sophisticated tools to cope with some of the problems they have when a mine, a mill or railroad town closes down.

I bring to the minister's attention now— I have written him a letter on this; I don't know if he has received it yet—the situation at Ignace. Ignace is a dormitory town, primarily for Mattabi Mines Limited and a few other mines, in the highway 599 area. Mr. Murray Airth of Mattabi Mines indicated before an Ontario Municipal Board hearing a few weeks ago that Mattabi would be closing down in 1988 and would, for sure, be out of business by 1990; and while they were exploring for new minerals, there wasn't all that much hope that there would be sufficient found to keep production and jobs at the current level.

It seems to me, with that foreknoweldge of some eight or 10 years, it is time now for the government to be moving to see what can be done to encourage an expansion of the industrial and commercial base in that community so it will not also be hit with layoffs affecting 400 or 500 employees. There will be other situations, as I have said.

[1:30]

I was in Ignace a couple of weeks ago to meet with the town council. They really don't know what to expect by way of assistance from the government, and they are not sure what resources they should be using themselves to attract new industry, to protect their tax base and so on. There is no reason we can't have a coherent policy now in place detailing five or six matters that are going to be dealt with in regard to employment et cetera.

I have written a letter to the Minister of Intergovernmental Affairs (Mr. Wells) with regard to what happens to their tax base when these people are forced to move out of their community because there is no employment left, and what happens to the people who are left there and who are trying to carry on. Obviously, there will be homes shutting down and there won't be people to fill them; but the requirements of a community and tax bills for sewer, water and all the rest are going to be maintained at a very high level. In many of these communities the people who stay are either in their late 50s or have retired on fixed incomes that don't allow them to carry these increased burdens.

I am concerned about that aspect. I am also concerned—we've been over this in the estimates for the Ministry of Natural Resources—about the whole thrust of resource exploitation in the province. We have gone over the business of Bending Lake, Lake St. Joe, and the fact that many of our steel mills in Ontario are still importing iron ore from the United States, particularly from Minnesota and Michigan. It seems, Mr. Minister, that is an area in

which you should be involving yourself. We should have some coherent policies as to how these resources are going to be developed, when, by whom and under what

regulations or guidelines.

I go back to that when I think about the pickle-no pun intended-when Umex came into Pickle Lake to try to set up an operation there. I recall their submission, which was certainly a most straightforward and bald statement about the foul-up or lack of government policy in regard to resource communities. I believe the manager of the mine made a submission to the Hartt commission, pointing out they were distressed over the way they had been treated by the government and would never again think of investing in Ontario because of the reversals and changes in policy, and changes in the guidelines and agreements, in the course of the enterprise regarding what they were to provide and what the government would provide.

This is one of the greatest lacks in your ministry. Quite frankly, I don't see any evidence that these matters, which I think should have priority, are being dealt with. I am going to mention three or four other things; but, in passing, I want that to be

my main thrust today.

I want to talk about something that I didn't know you were responsible for: crown land. This is something else. You talk about doing something for the tourist industry, which is our second largest industry and in the not-too-distant future will probably be our largest. I see there are studies that say tourism will be the largest industry in the

world by the year 2000.

You have some special responsibility for the use of crown land, and you are talking about getting people to use provincial parks more and so on. What completely boggles my mind is the fact that this government for years has allowed nonresident tourists in Ontario to camp for up to 21 days on crown land at no charge at all. The minister was—I don't know if he still is; he probably needs to be to supplement his salary—in the tourist business at that great place called Moonbeam.

Hon. Mr. Brunelle: That's a deficit operation right now.

Mr. T. P. Reid: I don't feel sorry for the minister, because he's partly responsible for this policy of allowing the free use of crown land. Why in God's name would anybody come and stay at Moonbeam, other than for your wife's bread, when they can literally camp beside your property line on the shores of the lake for up to 21 days? They can pitch their tents, park their recreation vehicles and stay there for nothing.

I don't know whether it went through your ministry or not, but the Minister of Industry and Tourism (Mr. Grossman) has made a great announcement about all the tourist loans and how you are going to help these people. Nobody in his right mind will get into the business any more because of the high costs involved and because of the government regulations. Also, anybody can camp right beside them for nothing. I think we will see that changed. When you look at the United States, it is just not possible to do that kind of thing.

It's a cliché that I have repeated ad nauseam, and even I am getting tired of it, but the basic thrust of tourism is to get the tourists here and pluck from them as many dollars as possible. That's what we are supposed to be doing with tourism. Instead, we charge them very little for a fishing licence, very little relatively for a hunting licence and say: "Here's the country. Help yourself. Leave your garbage in the bush, and the grateful Ministry of Natural Resources will pick it up at a cost to the taxpayers of about \$5 million a year." Here is a person like yourself with a ski hill and all-there's a little difference-but for the summer tourist resort operators, why should anyone invest \$500,000 or \$1 million or more when anybody can camp right next door for nothing?

I come from a tourist area. I have seen these people literally tearing out their hair because they have a beautiful lodge on the beach, with their guests paying \$40, \$50 or \$100 a day, or perhaps less. The pork and beaners-an epitaph I don't have to explain to the minister-come along, park right beside the licensed tourist lodge owner, who has a hoard of bureaucrats screaming cown on him because the windows in his outhouses and cabins are perhaps a little smaller than the regulations call for, and he has these people camping right beside him. They bring their own boats and motors in and go out and have a lovely day and it doesn't cost them \$100. Well, there's no incentive there to get into that kind of business.

I say to the minister I think it should be a fundamental aspect of his crown land policy that tourists to Ontario be required to stay in a motel, in a licensed tourist camp, in a provincial park or in a licensed campground. That would give a big boost to tourism, an incentive to the tourist operators to expand

and for new ones to come into the province. It would solve part of the garbage problem, which the minister will admit is growing

every year

Such a requirement would also allow the conservation people to do their job. We have been screaming for years, and I am sure the minister has as well, that we don't have enough conservation officers in northern Ontario, and we never will. It's just impossible to police that kind of an area unless you have a million conservation officers. But if they were required to stay in licensed premises, if they had to stay in a tourist camp, a provincial park or whatever, then they wouldn't have to be checked in every highway and byway and every little lake and dirt road off the logging roads in the area. At some point they have to come back to the lodgings where they are staying to be checked, a group at a time, by any conservation officer who wants to make a round instead of flying over and driving through literally thousands of miles and sometimes not even seeing anybody. I leave that with the minister.

There are some other matters that concern me. I don't really want to talk about the Royal Commission on Electric Power Planning; we had them before the public accounts committee. However, I would like to ask, when the minister says these commissions report to him, does the minister provide any assistance on financial accountability and financial administration to them? Some of the stuff we were told was just unbelievable, and again we are dealing with taxpayers'

money.

I want to touch briefly on two other issues. First, did the provincial secretary provide any input or consultation on the sale of Reed Paper at Dryden to Great Lakes? Were you part of those negotiations or were you kept informed? My second question is, what is your particular viewpoint on what the future holds in that area for both the people in those communities and the native people who live in the West Patricia area? What may we expect down the road in regard to this? Yesterday, we were debating at some length the aboriginal rights and native land claims particularly in the Treaty No. 9 area. You have mentioned the remarks in your briefing book that you were responsible for these kinds of matters. Will the minister please bring us up to date as to the latest development of these land claims? In addition, I am particularly interested in knowing if any resolution will be reached concerning the headland to headland issue in regard to

some of the earlier treaties, specifically those that deal with Treaty No. 3.

Mr. Chairman, that's really all I want to say, except to reiterate that I am disappointed about the minister not dealing with one-industry towns. We can go back into history.

In 1977, the Premier announced with the usual fanfare that a special cabinet committee was going to be set up to deal with these kinds of matters. I had a question on the Notice Paper for December 13, 1978, the reply to which was that this committee had been folded into the cabinet committee on resource development. I never did get any answer as to how many meetings had been held and whether there had been any resolutions coming out of those meetings. It was interesting that the Treasurer (Mr. F. S. Miller), who was then the Minister of Natural Resources, didn't know who was on the committee. I notice that my socialist friends have finally found out about this. I notice also that one of their members has a question on the Notice Paper. As usual, he's only about a year late. But I think we are all interested in this sort of thing. I hope the minister will respond to the problems of one industry towns.

Mr. MacDonald: Mr. Chairman, one of the difficulties in considering estimates like this is to know where to draw the line between general overview and getting into the nitty-gritty, which I presume might more appropriately be dealt with back at each one of the ministries that happens to fall within the policy field. In my introductory comments I want at least to try to deal with an overview and to try to express some concerns about the whole operation of the policy secretariats, to the extent that when I get into nitty-gritty, it's to illustrate, if I may borrow the phrasology of the Liberal critic, the thrust of his comment.

When the government established the policy fields in the wake of the Committee Government Productivity review of bureaucracy and administration, I must confess that I was mildly enthusiastic. I can't get much better than that on anything that the government does, but I was mildly enthusiastic. It seemed to me to be coming to grips with the problem that John Robarts used to stress, that in the vertical division of our administration in government we were ignoring the reality, namely, that any issue of any proportion usually overlapped into a number of ministries. Therefore, to have everything divided up vertically was ignoring that reality. What the government should draw or carve out of it was a horizontal

bringing together of those ministries that happened to fall within a certain policy field.

[1:45]

I go back one step further by way of a comment on the operation. I remember back in the mid-1960s it was a practice of government every time it had a problem of coordinating various ministries on some issue that had emerged to set up an ad hoc cabinet committee. Three or four ministries would be brought together. One of the ministers was joe-ed into the chair in that committee. He was assigned the task by the Premier and he proceeded with his work.

One of the most amusing and enlightening sessions I ever sat in on was one in which Professor Kruger from the University of Waterloo spoke to a seminar convened by Stanley Randall back in the mid-1960s in which the professor pointed out that laughable overlap, confusion and contradictions between ministries that were presumably working on the same area. I think it was regional development they were focusing on at that time.

He advanced the thesis that to set up a cabinet committee on an ad hoc basis such as they were doing was really not workable because they chose, say, three ministries, and the Premier perhaps designated who was going to be the chairman of that cabinet committee. He said in the inevitable dynamics of competing empires the other empires resisted the man who was there to bring them together. Too often there wasn't co-ordination; there was a sort of impasse.

His theory was that the only way one could work a cabinet committee was to appoint somebody who was really a deputy minister of the Premier to head it. Everybody knew he had the power of the Premier. If the heads needed to be knocked together, they would be knocked together.

I don't know to what extent experiments were done with this ad hoc approach. What has emerged in the policy fields in the implementation of the COGP recommendations is what could be described as permanent cabinet committees. Each policy field is a permanent cabinet committee with a minister who is a member of the cabinet. Indeed, he is a member of the policy and priorities board, which presumably is a pretty important body—another cabinet committee—which is making decisions on the basic thrust of government policy and how it is operating.

In the initial stages, observers, mere laymen like the rest of us from the outside, wondered whether these were going to be superministries. That designation was rather hastily dismissed by the Premier of the day and everybody else.

There was one very perceptive political scientist whose job it was to sit on the side-lines to watch this development. He was so perceptive as to make a very prophetic comment. He predicted in the future they would emerge not as superministries but as miniministries. Without wanting to be unduly harsh and certainly not wanting to be personal in terms of the ministers and their policy fields, I think they have developed as miniministries.

I know there is a basic problem, that is, the policy fields are essentially behind-thescenes operation. The line ministers are out in front. They are the people who are in the centre of the stage. It is said that any very ambitious politician-of course our present minister is not in that category-wouldn't want to be a policy minister, because he is working behind the scenes; he is denied what is the whole dynamic of politics, namely, being centre stage and being able to claim the limelight. Therefore, people like Allan Lawrence and a few others, whom I can leave unnamed, who were policy ministers in the early days, got tired and wearied of the thing and went on to what they deemed to be greener pastures. In some instances, they did turn out to be greener pas-

I'm going to illustrate my points, though not by the minister's statement, which is essentially a repeat in a different form of what was in the briefing material that was given to us. The thing that puzzles me is that when one reads what the minister says this ministry does it's really dazzling. Just pause for a moment and consider it.

"As chairman of this committee"—this is the committee of the resources development field—"the provincial secretary guides the committee's deliberations through, being familiar with the implications of the ministry's proposals, and ensuring that the implications for other ministries within the resource field itself and for those outside the resource field are considered before recommendations to cabinet are made."

That's a minigod if not a god. That's a person who has the capacity to see and to foresee the implications of all policies and bring all those ministries together to make certain that in the shaping of the policies the implications are going to be coordinated. That's only one of the functions.

"As head of the secretariat, the provincial secretary is also responsible for the

co-ordination of policy implementation"—not just policy formulation but policy implementation—"and delivery across the resource field and for the development of broad policy issues and strategies." That's the second role for a god, because it's a pretty formidable kind of role. However, that's only the second job. Let's go on to the third, the whole area of native Indian affairs.

Finally, the provincial secretary also serves as the third member of the Employment Development Board, the other two members being the Treasurer and the Minister of Industry and Tourism. That's a

pretty important thing too.

It's perhaps summed up in the dissertation at the top of page two, where it says, "The role of the secretariat for resources development is to provide policy analysis and co-ordination, to assist in conflict resolution, to assume project management responsibilities, to develop broad resources development strategies and to develop innovative approaches to policy development."

If that means anything, it is dazzlingly spectacular. Forgive me if I suggest it doesn't mean very much. It can't mean very much, because I don't know how any ministry could do it with a staff of only 20. We're told about theses mind-boggling tens of thousands of civil servants around here, and this incredible series of responsibilities is all being done by a staff of 20. It's a bit incredible; it's a bit unbelievable. I wonder how much of it is window-dressing. Which, I suppose, brings me back to the point that was made by the Liberal critic when he expressed his continuing concerns about the whole role.

Having expressed my concerns, I want to be fair. I think there has to be some sort of mechanism to coordinate. The old ad hoc committees in the 1960s didn't do the job. This is a permanent ad hoc committeeif I may indulge in that contradiction—which deals with the policy fields. It's a permanent co-ordinating thing for those policy areas. I have the feeling that so many things are dropped on to their doorstep that I don't know how you can be doing them meaningfully. You must be rushing from stool to stool. You must have 575 hats that you're taking off and putting on for the various roles and various jobs you are doing. I wonder-I suppose this is the constructive thought that might emerge from my comments-if too much isn't being dumped into your lap. If less were dumped into your lap, perhaps you could do it in a more substantive way, because I don't

know how you can do all of that in a substantive way.

Let me try to illustrate my overall thrust, my concern, by taking a few instances. I'm not going to touch on the native peoples, because one of my colleagues wants to discuss that with the minister at a later stage.

One matter is land use. God help me, but we've been hearing for 15 or 20 years about a land-use policy for Ontario. Maybe there is one, but I don't think I can go to sleep. I've been around here now for 25 years and I haven't seen it.

I was intrigued at the comment in the middle of the comments on land use on

page two where it said:

"To serve the objectives of improving procedures for dealing with land-use issues in the ongoing development of land-use policies and in co-ordinating rationalization in an expeditious manner, a standing committee of senior civil servants called the land-use committee has been established to review and make recommendations."

Let me revert to something with which I have been rather familiar in my specific responsibility dealing with agriculture and the whole area of production of farm lands. If I may recall for the minister, we went though some pretty intensive debates such as the one on the 26 acres an hour which were disappearing back in 1975. This has been going on for a decade. There were debates in the House in 1976. I remember thinking that my case was so irresistible that any reasonable, intelligent government, with the kind of backing that I was presenting to them, would respond.

For example, the rural Ontario municipalities, backed by the Ontario Institute of Agrologists, said: "If you're going to come to grips with the problem of protecting farm land as part of the land-use policy, the answer is that you should designate class one, two and three land to be preserved for future food production and then set up the mechanism for considering any legitimate exemption."

Our government has resisted that. They dismiss it as being a land freeze. The word "freeze" is brought out and that's supposed to scare all the troops so they would run for cover at the thought of a land freeze in a free society.

The point I wanted to make is that this proposal from the Ontario Institute of Agrologists, a very prestigious group of people who are thoroughly experienced and acquainted with the field, and backed by the

rural Ontario municipalities, who made essentially the same proposal, was made by their land-use committee. They presented it to the government.

As I read through the list of the people who are on the Ontario Institute of Agrologists' land-use committee, I find the name of V. I. D. Spencer, who is the head of the department which administers the policy for the Ministry of Agriculture and Food. He, as the top civil servant, in a private capacity sits down with his fellow professionals and presents a policy. The government unceremoniously throws it out and brings in an inadequate substitute policy. Who has to administer it? It's the senior civil servant whose advice was thrown out. I've often wondered how Spencer reconciled all this in his own mind. I won't go any further because it would be invidious and I don't want to be invidious with regard to him. It's the government I want to be invidious about.

What is the role of the civil servant? I've

made that point.

Let me take another extremely important area, which I understand falls almost wholly under this minister's responsibility; that is, science policy. How many times have we heard about the shamefully inadequate provision of resources for research and development in Canada as compared with the United States or with any western country? Science policy envelops this whole research and development field.

I noticed, in the middle of the briefing

comments, it says:

"The data are now available. The secretariat has been compiling, with the assistance of Statistics Canada, science statistics for the province of Ontario. Data are now available for five years and are valuable in comparing spending on research and development in Ontario with other jurisdictions."

Fine, God bless you. You've gathered the statistics, but the statistics will only confirm what everybody has known and is lamenting about, namely, the inadequacy. To cover up that inadequacy, you've gone through an

interesting defensive exercise.

On page six they have a listing of all the expenditures on scientific activities in all the ministries. It's really quite impressive,

Mr. T. P. Reid: Whatever it means.

Mr. MacDonald: Touché; whatever it means. It adds up to \$157,960,000 a year. As I read down, it says: "Agriculture and Food, \$24 million." That I can understand. I know they have extensive research programs, and I would be the first to concede that out of that research program there have

been economic spinoffs which would be useful. I'm not complaining about that.

[2:00]

The list continues: Colleges and Universities, over \$7 million; Education, \$11 million—I presume that is mostly for the Ontario Institute for Research in Education. Despite all the ratting that goes on at OISE, I find it ludicrous to suggest that the biggest industry in this province, namely, education, should not have a significant education research component. Maybe they get off on too many esoteric exercises, but don't throw the baby out with the wash as Morty Shulman would like to do with OISE.

For Culture and Recreation, over \$15 million is listed. I would be awfully curious to know what in heaven's name Culture and Recreation is doing in scientific policy, unless it is to devise new kinds of lotteries or something of that nature. Fifteen million dollars

in Culture and Rec?

Mr. Wildman: It takes a lot to work out a numbers game.

Mr. MacDonald: I put that to the minister. Environment is listed for \$19 million; that's fair enough. If there is one area where we need research, given the ongoing and monstrous proportions of the problems we are facing in coping with new toxic elements and the threats to our environment these days, it is in the environmental field.

Health is listed for \$22 million. Again, that's fair enough. Natural Resources is listed for \$14 million; I think I gasp. Probably the thing that intrigues me here, and it is in this context that I zero in, is that Industry and Tourism has \$5.19 million, which is relatively small. I presume in that \$5.19 million there is the allocation of \$3.49 million to the Ontario Research Foundation. Well over half, almost two thirds, is for the research component out of the Ontario Research Foundation and the associated independent research by private industry which is built up around them. Good.

Industry and Tourism is the one ministry the public usually thinks of in terms of research and development and the capacity for spinoff for new manufacturing and development of the economy. However, here Industry and Tourism is listed as spending approximately one third of what Culture and Recreation is spending. Forgive me for being totally baffled. If you have an explanation for this later when you respond, I look for-

ward to it.

My point is simply that we are not doing adequately in this field. I was interested in looking at some material for our research department. They pointed out that the Ontario Research Foundation in 1978 was spending \$12.4 million. I presume that is for the whole complex out there, apart from what we put into it as a government. For example, that compares with a country like Norway where 14 applied research institutes, in a political unit with half the population of Ontario, are receiving \$35 million a year from the government through the Royal Norwegian Council for Scientific and Industrial Research. That financing is mainly by the Department of Industry. The other departments are financed-and would you believe it, Mr. Minister-by football pools. Maybe you should speak to Reuben Baetz.

Mr. T. P. Reid: Don't give him any more ideas for lotteries.

Mr. MacDonald: I can think of some areas where he spent his money and that this might be a more commendable alternative.

I leave that whole area of research and development because I judge from your own briefing notes that you have bits and pieces of scientific activity for which there is \$157 million being spent. That is a fair chunk of dough. But it is scattered throughout all these ministries and for purposes that are at best mystifying at this stage. We are not really getting at the area of research and development in the industrial field for the kind of spinoffs for picking up an economy, particularly at the time when we are faced with the whole process of deindustrialization in this province and the loss of jobs.

Let me just flip through for a few other things here by way of illustration. I don't think the minister mentioned this in his notes, but on page 10 of his briefing notes he has an interesting note about regulatory reforms and customer services. Now here is another rather mind-boggling project in terms of size. Presumably you are going to look into the whole field of regulatory processes of the ministries-presumably the ministries within your own field-with a view to eliminating and simplifying as many of them as possible. I suppose this is a continuation of the whole process of the Committee on Government Productivity's taking a look at the inefficiencies of the operation of government-the COGP and the McRuer report.

Hon. Mr. Brunelle: The throne speech also mentioned that the Premier was addressing the whole field of government, and the three policy fields had been asked to look into deregulation—

Mr. MacDonald: This is the deregulation kick. Oh, I see.

Mr. T. P. Reid: I'll get you some figures to show you how badly they are doing with that.

Mr. MacDonald: I'm glad to have given you something to do to break the boredom.

On page 11 it says, "Implications of these Demographic Projections." I presume this is what you are going to have some slides on. This is rather interesting because the changing demographic bases of Ontario, now and in the next decade, are going to have some very significant impacts on all policies. The population drop-off and the changed nature of the population and many other factors will be involved. I would concede that this is a pretty important field. I presume what's happening is that each of the policy ministries are picking up for their ministries this broad updating of the demographic factors in the province.

Then there is the Lake Simcoe-Couchiching environmental problem. The local people come in and if they have a problem, it goes to you. I have heard comments in the back concessions that there is a little unhappiness about being shunted off from what used to be meetings with the cabinet to meetings with one of the cabinet committees or even the policy fields, and they are wondering how far removed that is from the centre of action. Here you have a group of policy fields, and you cite later that a number of people like the Canadian Labour Association and the Pulp and Paper Association and so on, are coming to you presumably because you are the policy field area.

Again, the COGP proposal was that the policy fields were going to be the link with the public. Indeed, they said that you were going to be holding meetings all over the province. These have been done usually in advance of elections on the odd occasion for purposes that are varied in nature. But as a regular practice in that desirable objective in the view of the COGP study, I don't think it has been done with any measure of consistency.

However, let me take one more item by way of illustration. I was fascinated at these comments on Onakawana Coal on page 13. I notice you have an erratum here in which you add a paragraph that states, "In March 1979 the Minister of Energy, James Auld, announced the beginning of a joint Ontario Hydro-Onakawana Development Limited \$6 million program of engineering and field studies towards development of the Onakawana lignite coal deposits in northeastern Ontario."

With as great a measure of discipline as I can muster, in my concluding comments here I am going to move out into the whole field from which the Liberal critic backed away, namely the whole Hydro and related issues with some few million words of testimony stored away in my head. If it starts to pour out, I'll be here 18 hours. So I repeat, I'm going to discipline myself.

With regard to this Onakawana business, we made a study of Onakawana a few years ago. I think we brought in an Alberta firm and their advice was that it wasn't a feasible proposition. It threw doubts on it—at least to my understanding and recollection of the

report.

When Bob Welch, the new Minister of Energy, unveiled his new energy program on October 1 of this year for the new generation of power that is going to take place in the next 15 years, he included a 1,000 megawatt plant on the Onakawana lignite fields up in northern Ontario.

By sheer coincidence, the vice-president in charge of planning and development—I think that is the correct term—of Ontario Hydro was before the select committee the next day. I asked him about it. He was totally mystified. He said, "I didn't think the study was going to be finished until 1981."

I raise this issue with you since you are, Mr. Minister, included in the planning, I don't know what extent your planning, since it involves energy—its tentacles grope to involve all of the agencies that come under the Ministry of Energy, including Hydro, and that gives you a pretty fair fistful to cope with. But here is a minister announcing, with a sort of definitiveness about it, that there is going to be 1,000 megawatts in the next 15 years in a new plant built up there, and the vice-chairman of planning and development in Hydro comes and says, "Sorry, I've heard nothing about this. Our studies are going to be concluded in 1981."

If your role is co-ordination—if your role is to anticipate the implications of policy and the conflicts in policy, what went on there?

Just by way of a concluding note in that field—and I'll leave my remarks because if I haven't established the thrust of my comments by now I will never establish them—I think in this energy field somebody has to get into the picture some time soon. At the risk of getting my head in a buzz saw, there are some interesting conflicts and unresolved decision-making as between Hydro and the Minister of Energy.

The Minister of Energy comes in with a policy that personally I react to quite favourably in terms of its stated objectives; namely that you are going to have some \$14 billion spent in the next while to complete the existing establishment in Hydro, up to and including Darlington. Two million dollars are to be spent on renewable resources, namely the 17 small hydroelectric power sites which Hydro had tended to dismiss as being of any further economic value, but which now they are reconsidering in terms of pressure for decentralizing generation instead of having it in these massive giants like Pickering and Bruce

But \$14 billion are going to be spent on nonconventional renewables; solar; wind; biomass, picking up all these wastes including the waste in your Hearst plant you mentioned and the waste out on the farms. I was at an Ontario Federation of Agriculture convention a year or so ago in Oshawa in which they pointed out that there was enough gas available in the manure piles in Ontario to produce half as much gas as we are now using in the province.

Mr. T. P. Reid: To say nothing of what's available in the Legislature.

Mr. MacDonald: Speak for your own side of the House.

Mr. T. P. Reid: I have been listening to you for half an hour and I am amazed.

Mr. MacDonald: In short, research and development-if I go back and pick up on that-in this field is very important. But the interesting thing-and this is the second of two major points I want to leave with the minister-in all of this new scenario for the next 15 years of hydro, or of energy and power in the province, it was constantly reiterated in the minister's statement that all of this was on the assumption that no more nuclear plants would be built in that period. So I repeat, by mere coincidence the vicepresident of Hydro in charge of design and development was before our committee the next day and we reported this to him and he shook his head in bewilderment.

Mr. T. P. Reid: Malcolm Rowan hadn't told him yet.

Mr. MacDonald: He said, "We're still scheduling another plant in 1993." May I remind you that Darlington was originally from 1984 to 1987; now it's been postponed to 1988-90 and the select committee suggested its power won't be needed until 1996-2002, unless the growth in electric power needs become much greater than some people think it's going to be at the present time—and that's the second argument I want to come to in a moment. But Hydro is plan-

ning—now mind you, they can't go ahead with their plans until they get an okay from the government, and I suppose the implication of the Minister of Energy's remarks is if Hydro comes and asks for another nuclear plant, the answer they will get will be, "No, a thousand times no."

For better or for worse, all of these people come into your planning, in your policy field, and forgive me if I say there's need for somebody, a god or a demigod, preferably the former, to move in and reconcile some of these things at the present time.

## [2:15]

Of course, the main thrust-and perhaps this is outside of your field-I was just reminded as I looked at one of the interim reports from the Porter commission, they cast very heavy doubt upon the methodology of Hydro's forecasting upon which they have based all of their system expansion. They questioned it very sharply. They say, as yet vaguely, that they're convinced the growth is going to be below the four per cent they thought it would be a year or so from now. The select committee in its wisdom-and I say it is wisdom-has come to the conclusion it'll be between two and three per cent. Hydro still insists it's going to be four and a half per cent and on this basis is contemplating another nuclear generating plant in 1993. It's still in their plans.

I don't know, Mr. Minister. You've got nothing else to do, as I pointed out; I think there's an area here for somebody in the government—if the Premier won't do it, maybe you can—to move in and try to reconcile what are some pretty open and public conflicts in statements of policy and planning between the Ministry of Energy and Hydro, all of which falls within your field. If you're had nothing to do up until now, I've just added a bit to your platter.

Hon. Mr. Brunelle: I want to thank the two members for their very constructive comments. With reference to Mr. Reid, I know he has raised before with this policy field and also with the Ministers of Northern Affairs and Natural Resources the government's not having an industrial strategy plan for the north, especially for those one-industry towns. As the honourable member knows, most of those communities that have problems are really mining communities—he mentioned Atikokan and talked about Ignace in the future.

It would be nice to have a sort of overall strategy plan, but it would be very difficult to put into force. The Ministry of Northern Affairs was established two years ago mainly to deal with the problems of northern Ontario. I think that ministry has been and is being very helpful. What we have been doing is helping on an individual basis.

Take, for instance, Atikokan. The member is well aware of the financial assistance that has been given to the industrial committee.

Elliot Lake is a different matter, but this government has been very helpful again. The Ministry of Northern Affairs has been one of the lead ministries, but our policy field has had many meetings dealing with Elliot Lake and, a year or two ago, with Atikokan.

The Employment Development Fund also is very helpful in assisting communities—mainly communities that involve the pulp and paper industries and the sawmill industry—to make sure that they continue. There are very few problems with the communities that have a forest-industry base.

Also, Mr. Chairman, as we well know, many of the mistakes that were made in the past are not made today. In other words, no new communities are being established today if there is an existing community within, say, a radius of 40 to 50 miles. I'll use Onakawana as an example—and I'll come back to Mr. MacDonald's question.

If Onakawana was to go ahead—and I am hopeful that it will—it's 60 miles directly south of Moosonee; there could be commuting by rail cars. As a matter of fact, this is what they're doing now. Those who are at present working in exploration at Onakawana are working seven days a week on and seven days a week off. So where there is an existing community within 40 to 50 miles, the Ministry of Intergovernmental Affairs encourages the existing communities—

Mr. T. P. Reid: I take some credit for that policy.

Mr. MacDonald: They did it at Matache-

Hon. Mr. Brunelle: Yes, that's right. The Northern Ontario Development Corporation also is of great assistance in helping one-industry towns and in helping industries to establish themselves.

One of the big problems of northern Ontario, Mr. Chairman, is that it was developed years ago, and still is today, because of its resources—mining, forestry and tourism. Forestry went in many years ago because the resources were there and the energy was cheap. Today that doesn't apply. This was one of the main reasons why the pulp and paper mills established themselves 40 or 50 years ago.

Mr. T. P. Reid: Also because of the tariff barriers the government finally put up. We used to export lumber to the United States in wholesale lots.

Hon. Mr. Brunelle: But we, as a government, have been very helpful to certain communities in the past. With reference to your letter about Ignace which I received in the last day or two, we will be pleased to try and assist that community. This matter will be deferred to our resources policy field.

Today one of the problems in northern Ontario is the high cost of transportation. This has been looked into by this government on many occasions. Through Bill 89 transportation by truck will bring about, due to competition, lower-cost goods, but nevertheless there are some serious problems in attracting industries in northern Ontario.

The honourable member referred to the use of crown land, the crown land policy, whereby tourists should not be allowed to use crown land. Mr. Reid, are you saying that tourists should not use crown land for camping, period, or are you saying that if there was a charge, they should be allowed to use it?

Mr. T. P. Reid I prefer that they have to stay in established tourist facilities. That would be my goal. But if there were a charge it should be set so that if tourists are going to be camping on crown land there wouldn't be any economic advantage for them to do that, as opposed to staying in licensed tourist facilities. You are in a deficit position; I'm trying to help you out.

Hon. Mr. Brunelle: I am in support, Mr. Chairman, and I know this matter has been brought to the attention of the Minister of Natural Resources on many occasions, especially by Mr. Reid. I believe that up until now the reply has been that it would be very difficult administratively to carry out a policy of charging nonresidents for the use of crown land.

I'm in sympathy with your suggestion. I don't agree, however, that they should only be allowed to go to tourist establishments. The reason why I think this would be difficult is because you have many such establishments in northwestern Ontario, but in northeastern Ontario there are very few resorts and very few—

Mr. T. P. Reid: That's the point.

Hon. Mr. Brunelle: Sometimes a tourist may have to travel 100 and maybe more miles before he comes to a tourist resort or a camping ground, either provincial or private.

Mr. T. P. Reid: But that's the point, Mr. Minister. There's no incentive for anybody to build a campground or a trailer park or a tourist camp for the very reason I'm talking about; you're allowing them to camp for nothing, why should they pay \$5 or \$20 a night?

Hon. Mr. Brunelle: I agree with you that there should be a charge and I think it should be tried, although the argument against it has been the administrative problem. But I think there should be a charge of X number of dollars and they could put a stamp on the vehicle and that vehicle would be allowed to camp on crown land.

Mr. Wildman: It would help to pay for the cleanup charges.

Hon. Mr. Brunelle: That's right.

Mr. MacDonald: We should think about a tradeoff here, at the risk of being provocative to my northern friends—whether you should deny the vast millions of southern Ontario holiday access to their heritage of northern Ontario, that great wilderness to take their family up there at something less than \$40, \$50 or \$100 a day, which many of them can't afford.

Mr. T. P. Reid: We could restrict that to out-of-province people—if they've got a Michigan or a Minnesota licence plate, they've got to pay for camping. I'm not trying to hammer Ontario residents. Relatively speaking, at least in northwestern Ontario, it's not Ontario residents that are the concern.

Hon. Mr. Brunelle: I know in some areas the American tourists make very little contribution, especially those close to the border. It applies mainly in northwestern Ontario and maybe in the Sault Ste. Marie area where they just cross the border.

Mr. Wildman: It's more convenient.

Hon. Mr. Brunelle: In the eastern part of northeastern Ontario, those nonresidents buy gas along the way. They also buy food though a lot of them bring their own. They do make a contribution to the economy of the province. However, it's a good subject. It's one I will be pleased to take up with the Minister of Natural Resources because I do believe there should be a charge for the use of crown land, as Mr. Wildman mentioned, for picking up garbage and for things which are a cost to the residents of this province.

You asked me whether I had any input as to the sale of Reed Paper to Great Lakes. No, I didn't, I believe the Treasurer (Mr. F. S. Miller) was the main person involved, It was quite a confidential transaction, I am in support of it because Great Lakes, which is a

Canadian company, has acquired the assets. They have the expertise and the financial backing to continue and expand the plant at Dryden.

Mr. T. P. Reid: I agree with that, but I was trying to make the same point as my friend. We wonder where you fit into the scheme of things.

Hon. Mr. Brunelle: As I just mentioned, this was quite a confidential transaction. The Employment Development Board meets on an average of two to three times a month, normally on Wednesday mornings. Mr. Miller, Mr. Grossman and myself are members. Up until now, we have had more than 40 applications. Out of that number, we have approved at least 30. The board has been quite active.

In reference to that board and in reference to what Mr. MacDonald said, the reason I sit on that board is as provincial secretary for the various ministries because that board does give grants to various sectors, such as the pulp and paper industry, the agricultural community and the textile industry which are related to the resources development policy field. I represent the interests of our policy field on that board.

You referred to native matters and land claims. That is a very complex issue. The Ministry of Natural Resources established the land claims office about two years ago, It is headed by Mr. Ted Wilson who has a staff under him. They have addressed themselves to quite a large number of land claims. They are also working closely with the federal government. There has not been as much progress as we would have liked to have seen in view of the complexity of these matters.

On the question of land claims, I should mention we meet periodically with some of our western colleagues. The question of land claims has commanded a very high priority with most of the western provinces. It's one they would like to see resolved and brought to a satisfactory solution.

Mr. MacDonald: Hopefully, it can be resolved before the end of the century.

Mr. T. P. Reid: I was told it wouldn't be settled in my lifetime. Whether they thought I wasn't going to last long or whatever, I don't know.

[2:30]

Hon. Mr. Brunelle: You may know that land matters are also a part of the tripartite process of the four working groups. You mentioned the headland to headland issue with reference to Treaty No. 3. That issue is still very active. As you may know, the Min-

isters of Northern Affairs and Natural Resources met with the chief and members of his band in the last two months. That matter is also being discussed with the federal government, which, of course, has a large responsibility for native matters.

Mr. MacDonald had some very interesting

comments.

Mr. T. P. Reid: Killing us with kindness as usual, our Rene.

Hon. Mr. Brunelle: He dealt initially with the role of our policy field. As everyone knows, this was established by the Committee on Government Productivity in 1972. At that time, the main reasons were to make the government more efficient in view of budget constraints and to have a better coordinating role. I don't think I'll say too much on this, because it's a matter of personal views.

Mr. MacDonald: Can I provoke you into a comment? Isn't too much being dumped into the policy fields for them to be able to cope with it in any substantive way?

Hon. Mr. Brunelle: It's quite true, there is a lot of that.

Mr. MacDonald: I have a feeling that if an issue comes up, many of the ministries shunt it off into the direction of the policy fields. Theoretically, if it's a policy area it can be considered at that level to begin with, but ultimately, it has to be resolved in relationship to existing policies and existing operations in the ministry. At least some of that might more effectively be coped with within the ministry.

Hon. Mr. Brunelle: The province of Quebec has a different system, which is a bit similar to ours. They also have a policy and priorities committee. I was reading an article recently which stated there are also reservations about this operation in Quebec.

Mr. Wildman: Isn't it true in Quebec that the so-called superministries have more power or more apparent power on line issues than do the policy fields in Ontario?

Hon. Mr. Brunelle: It could be. I know Mr. Anderson is most knowledgeable on that.

Mr. Anderson: Mr. Chairman, in the Quebec situation, it really would be difficult to say whether they have more power in reality. I would agree there certainly is the illusion of more power.

I think it's quite plain, if I may say so, that the role of the policy field here, as those of us who labour in the vineyard would understand it, is one of co-ordination or orchestration. We would believe—and, I would suggest, correctly—that the Legislature

and committees of the Legislature would expect that line ministers would be responsible and accountable for the policy or policies under which they govern, deliver their services and manage their programs. As we would perceive it, at the secretariat level, the line ministries clearly have responsibility and accountability for the policies in their field.

It is quite evident there are hardly any policies that don't somehow impact on other ministries. To a large extent, most of the ministries impacted are in the same policy field. I suppose that is simply a way of saying that if the ministries have been reasonably intelligently grouped into three policy fields, it's not surprising that those which require the most orchestration, most of the time, are in the same policy field. That is not exclusively so. It's not surprising that it isn't since there is quite a lot of overlapnot with the majority, but there is quite a lot of overlap with other policy fields.

An example is the whole treatment of nuclear safety. The policies governing the nuclear cycle, from exploration right through production and generation of power, are a great example of a very wide range of minis-

tries that require co-ordination.

The question was asked, Do ministries tend to say, "Okay, this is a tiresome policy subject; we will throw it into the policy field"? Human nature being what it is, I

suppose that does happen.

If I may comment on Mr. MacDonald's intoxicating notion that we are in anything like a miniministry, I would indeed thank Mr. MacDonald for the word "mini," because as the deputy minister of this miniministry, I have six officers who deal with the whole spectrum of co-ordination. They do not deal with the policies themselves, so much as the co-ordination of them. At the working level of the secretariat our definition of success or failure in our mission would be judged by the policies of the individual ministries, as they are held accountable for these by the Legislature and by committees such as this.

If these policies seem to be unco-ordinated with the policies of other ministries in our field, that would be a fair test that we have failed. If, however, as they each articulate their own policies they are found to be reasonable co-ordinated, we have succeeded.

I have just finished saying that most of the subjects in which they are developing policy do have an impact elsewhere. They all oblige us to touch the proper bases to make sure there is co-ordination and we would like to think that in most cases the policy is co-ordinated.

One point that Mr. MacDonald raised was the suggestion that there was perhaps not enough co-ordination between the Ministry of Energy and Hydro. I think the resources policy field would say the responsibility for that co-ordination is clearly the Minister of Energy's and not Mr. Brunelle's.

I don't want to take up more of the committee's time on this, but generally speaking, I hope I have said something useful in the sense that what we do is try to make sure that ministry policies are not in conflict with other ministries' policies, but are co-ordinated. There are very few cases in which the policy is Mr. Brunelle's or the secretariat's direct responsibility. It is the co-ordination of it

that is our direct responsibility.

Mr. MacDonald: Can I make a brief comment that flows from Mr. Wildman's suggestion that in Quebec the policy fields were superministries? There are some people who spend their time professionally studying what has happened in Ontario, who say that the policy and priorities committee, of which all the policy secretariats are members, has been downgraded from what was envisaged by COGP. Indeed, the same people say the appointment of Hugh Segal-because everyone knows that Hugh Segal is a bit of a powerhouse and has contacts with those who count -was made to upgrade it, to restore it to what COGP envisaged. In short, if the superministries have degenerated unduly into miniministries in Ontario, it may be because the policy and priorities committee hasn't been fulfilling the role that at least the COGP envisaged it as filling.

Hon. Mr. Brunelle: As to the comments of Mr. MacDonald with reference to science policy, I think we are in agreement about the importance today of research and development.

Mr. MacDonald: How come there is so little in industry? What is the explanation for all the money for the Ministry of Culture and Recreation?

Mr. T. P. Reid: What does it all mean?

Hon. Mr. Brunelle: Mr. Anderson is the chairman of the committee of deputy ministers of Industry and Tourism, Natural Resources, Education, Colleges and Universities and Culture and Recreation. It is an interesting observation why so much more money is being spent. You mentioned that out of the \$5.19 million to Industry and Tourism—

Mr. MacDonald: Two-thirds of it is for the ORF.

Hon. Mr. Brunelle: —at least \$3 million goes to the Ontario Research Foundation.

Mr. Anderson: One would hope it would be accepted as relevant that the whole area of research and development in Canada is a shared jurisdiction between the federal government and the provincial governments. Hence it is perhaps, if I may suggest it, a little bit in the realm of apples and oranges to compare Norway, which is a unitary state, though admittedly with a population which could be compared to Ontario, and Ontario, which is admittedly a large province within a federation.

Those of us who work in this vineyard find one of the basic difficulties is who should be spending the lion's share of the money to make sure that Canada, and hence Ontario as part of Canada, is as up to date as Kansas City and just as advanced in the new technologies that are coming forward as any other country so that we don't miss the boat badly in the microcomputer world which is going to transform so much in the next 20 years.

Mr. T. P. Reid: You must have been disappointed in last night's budget.

Mr. Anderson: Are we going to get in on the ground floor of this or are we going to sit and wait and watch others develop it and then buy the product? It is difficult to say where that balance lies, and it is not possible for one jurisdiction or the other to be positive of this.

As far as Culture and Recreation is concerned, I do admit that the words used in our brief refer to research and development. I would have to get figures from them for the committee if there is an interest in it. A significant part of that money for Culture and Recreation has gone in support of places like the Royal Ontario Museum and—

Mr. Wildman: It is not bankruptcy research.

Mr. Anderson: -to a lesser extent the Art Gallery of Ontario, but particularly the museum, where it is not so much for research and development as straight scientific support.

Mr. MacDonald: Interestingly enough, ROM has a separate \$4.31 million.

Mr. Anderson: To get the specifics of Culture and Recreation expenditures, we would have to take notice of the question. If the committee would like that, I am sure it could be provided.

Hon. Mr. Brunelle: We will provide that to all members of the committee.

With reference to Onakawana, that is an area I am very familiar with. At the present time, as I mentioned, there is a study costing somewhere between \$6 million to \$7 million.

I believe Ontario Hydro has put in about \$5 million and Onakawana Development Limited, which is a subsidiary of the Manalta company, is putting in another \$2 million.

I visited Onakawana in September accompanied by one of the vice-chairmen of Ontario Hydro. It was interesting to see that at the present time they are removing lignite. There is a seam about 30 to 40 feet in depth of good solid lignite. They were putting the lignite in barrels and sending it to Germany because Germany has a similar quality of lignite and it is to be tested in their boilers. [2:45]

Mr. MacDonald is probably familiar with—and if not, I would be glad to send him a copy—an economic study made about a year ago by Shawinigan Steag Company, which concluded that it would be economical to build a terminal plant at Onakawana on site to generate slightly over 1,000 megawatts. I believe the cost of operation would be equivalent to that of coal-fired plants for which 75 per cent of their fuel is imported from the States and 25 from Alberta.

The reason Onakawana has not gone ahead is due to overcapacity of electricity at this time. I am hopeful Onakawana will go ahead because not only will it supply electricity; there is a deposit of over 200 million tons of lignite known and apparently probably just as much nearby.

Mr. MacDonald: What would be the annual consumption of a 1,000-megawatt generating station?

Hon. Mr. Brunelle: They estimate there is enough for 30 years. That whole area would be developed. There is a tremendous amount of columbian limestone in that area, china clay, kaolin, silica sand. I am optimistic about the spinoff effects of that development.

Mr. MacDonald again referred to energy and renewable resources. It's a good point. I think more attention should be given to that. He mentioned solar, wind and water

energy.

Even at the present time I am told there are small turbines; I believe Hydro has looked at 12 to 15 sites in northern Ontario. These are mainly remote communities that could have small turbine generating plants. In France they have over 300 of these. I think more should be done in that area of utilizing renewable resources.

Mr. MacDonald: Did your secretariat ever discuss the issue of leaving all of this potential development to the private sector, at least for the moment? As late as August of this year, certainly back last spring, the select committee had testimony to the effect that the maximum input into our grid, or into our energy generally, from nonconventional renewables was going to be two per cent. In the minister's statement of October 1, he has it boosted to a minimum of five per cent. That sounds small but it is somewhere between 1,500 and 2,000 megawatts or its equivalent in energy, which is a fairly significant contribution.

I don't know where you have any grounds to come to the conclusion the private sector is going to pick up on that alone. I agree one should involve the private sector as much as possible, but without at least cooperative ventures and significant public involvement that is a pipe dream. That objective is going to do down the drain.

If one accepts the Premier's assessment that nuclear energy is the inescapable, unavoidable bridge from the traditional fossilfuel generation to the renewables, then for that renewable goal the question is how long is the development of the bridge going to take when one contemplates the countless billions of dollars put into the development of nuclear energy, both in the war years for which their peacetime use was a spinoff and the billions since then?

The fact that the government of Ontario is not contemplating any more public involvement than that and that whole \$14 billion extravaganza Bob Welch unveiled is a deception, because it won't be picked up by the private sector. Darcy McKeough tried to get them to pick up the heavy water plants and they wouldn't touch them and God knows that was more proven than many of these nonconventional renewable energy sources.

I am a total layman in this field; I am no technician, but even if I go back to this silly analogy of the manure piles of Ontario having a potential for methane gas production equal to half of what we are now consuming, it is mind boggling. Maybe it is not economic to bring it all together and produce it, but—

Mr. McKessock: It is a lot more economical today than it was yesterday.

Mr. MacDonald: True. All I am saying is it seems to me at your level, the policy and planning level, the Minister of Energy has to realize pretty quickly if he wants that objective to be fulfilled—and I think it is a desirable and very commendable objective—it is not going to be done by handing it over to the private sector.

Hon. Mr. Brunelle: He also referred to utilizing wood waste and it is quite true, this is another field. As you know, there is an experiment—

Mr. Wildman: Especially for the northeast.

Hon. Mr. Brunelle: That is right. The Shell company in Hearst has a proposal to build a plant using pellets, utilizing all the wood waste—the bark, the sawdust—and this would be sold to the pulp and paper companies in the area.

Mr. MacDonald: To provide you with a frame which is interesting from your vantage point in the secretariat, in the planning, in France they use half as much electricity as we do to produce the same per capita GNP. We use electricity like crazy. One of the answers to it over there is the very significant one of co-generation, instead of that waste being thrown away.

The other alternative, to come back to the chairman's chief concern, is the equivalent of those millions of barrels of oil dumped into the lake every year as hot water. Not in hot water; they have to use energy to cool it down before they can throw it back into the lake, otherwise they would destroy the whole biological structure of the lake.

We have to smarten up, and soon, if we are going to get into the whole energy field in an intelligent and rational way. I keep bringing up these various illustrations because I would think, at least at the policy level—this may be primarily Energy's responsibility, but at least at the policy level what is necessary for the policy to be effective is in your bailiwick. So I enlist your co-operation to persuade Bob Welch to get in touch with the real world.

Hon. Mr. Brunelle: I think he is, especially today with energy being the top-priority issue.

Mr. Wildman: It is an insurmountable task. Mr. T. P. Reid: He sits too close to the Premier.

Hon. Mr. Brunelle: Mr. MacDonald also mentioned the regulatory reform and customer services. Mr. Alan Gordon in the Premier's office has been working with the policy fields. The Premier asked each policy field to address itself to this problem. We have had four reports within our own policy field in the past year. About a month ago the Premier appointed the Minister without Portfolio (Mr. Pope) who works now with Alan Gordon.

Mr. Wildman: Good combination.

Mr. T. P. Reid: What did Mr. Gordon do to him?

Do I take it, Mr. Chairman, we are not going to go through these votes, one, two, three, but have a general discussion so that the floor is open for anything?

Mr. Chairman: As you know, Mr. Reid, there are five hours allocated and I thought it would be appropriate to take the entire vote. If the committee wishes to go item by item, I am in your hands.

Mr. MacDonald: We are all on the first vote for five hours.

Mr. T. P. Reid: I have something I want to ask.

Mr. Chairman: If it is the committee's wish we will take the vote as a whole.

On vote 1801, resources development policy program:

Mr. McKessock: Mr. Minister, the two earlier speakers were talking about the importance of the provincial secretariat. I wonder what importance has been put by the government on this miniministry, as someone called it. I know it wasn't on the Order Paper yesterday that we were going to have the estimates today. It was only over lunch today that I happened to hear the resources policy secretariat was having its estimates this afternoon. I did want to prepare a bit more for this, because it does cover the Niagara Escarpment area, which I am concerned about, and also agriculture.

It has been interesting listening to you and the other speakers. While I had one ear on you, I was going through my five bulging Niagara Escarpment files, looking over things that have happened in the past several years which have been kind of interesting. I'm glad to see the chairman, Mr. McMullin, is here.

Mr. T. P. Reid: He's glad to be here.

Mr. McKessock: I must admit the last four years here haven't really been that pleasant for me. I can see that if it hadn't been for the Niagara Escarpment issue, it might have been a little more pleasant. I can see why it hasn't been so pleasant.

I'd like to say a bit on agriculture. The minister did mention in his opening remarks about trying to become self-sufficient in agriculture. Certainly that is a great goal. I noticed just recently that one out of two of our meals is imported. It is a staggering thought that in Canada one out of two meals is imported.

Mr. Wildman: Which one, lunch or supper?

Mr. McKessock: There's somehing seriously wrong in a country that is so agriculturally based as Canada, including Ontario, if it can't have a better ratio than that. I think it's time the government did take steps to see that adequate land use actually happens. We've been talking about land use, as Mr. MacDonald mentioned, for about the last 25 years. That situation is part of it.

Ontario, in which we're more specifically interested as a province in Canada, is gradually losing its significance in agriculture. In the past, we have been ahead in a lot of areas of production, but in the last several years we have been falling behind other provinces. Quebec is moving ahead of us quite rapidly.

We used to be the top hog producers; now Quebec has moved out in front by a considerable amount. Right now, they are a long way behind us in beef production, but they have decided they want to become self-sufficient in beef. They are moving rapidly in that direction by giving \$20,000 incentives, low-interest loans and the like to those who want to build feedlots.

Ontario has to do something—not just take a look at this—to keep itself competitive with the other provinces in Canada and with other countries. I intend to introduce a resolution in the House later this week in that regard because my spot on private members' bills is coming up first or second after the new year. It is one of the bills that will be debated. This is one area where I want to put in my private member's resolution. It won't be a bill but a resolution, because my resolution will involve money and one can't put in a private member's bill that involves money.

The reason it is going to involve money is that only 1.5 per cent of the provincial budget goes to agriculture. Agriculture is one of our main industries in this province. Getting only that much support from the Ontario government shows what priority is put on it. It's similar to the priority that has been put on these estimates, which is very little. I think we have to do a lot more in that regard. My resolution will be in that area to see that Ontario is competitive with other provinces and countries in the production of agriculture. Of course, we will get into the areas of hydro rates, interest rates, more money for tile drainage and land-use policy.

## [3:00]

I think we have to stop allowing cities to expand on class one and two land. Right here, we're sitting in the city that's the worst offender in the Dominion of Canada. Toronto uses more prime class one and two land than any city in Canada. I think it is a disgrace that we, sitting here in Ontario, allow that to happen, if we have any regard for our

agricultural industry.

We started to talk about foreign ownership of land. This is gaining much more rapidly than we realize. My neighbour, who lives about a mile from us, sold a farm to a person from Switzerland within the last few months. That farm has been sold for close to 50 per cent more than my neighbours can pay for it to use it for agricultural production.

I know the Minister of Agriculture and Food (Mr. Henderson) is saying it's an insignificant amount, but it doesn't take a lot to have a great significance in our agricultural production and the continuance of agriculture in Ontario. That one farm was sold at so much above its value for agricultural production it puts up the price of all the farms in the area. Now, no one will sell his farm at a price a farmer can pay and

produce efficiently on it.

Foreign ownership of land is a very important thing to look at. I have nothing against the foreign people coming in. Over the past 25 years we've had a lot of good Dutch people come in who have done a real good job and are outstanding farmers. If someone from another country wants to come in and stay and farm, that's great, but they want to come in here, like this guy from Switzerland who bought the farm and be gone for another five years. He has rented it to a neighbour and he's an absentee landowner. He lives in Switzerland, he bought the farm here and he's gone; and of course, rented farms don't stay up the same as one with an owner living on the farm.

I'll leave those thoughts with you. I want to move on to the Niagara Escarpment area for a minute. I did intend to have these proposals, the new plan, read before these estimates were up. That's why I'm a little disturbed that I didn't know these estimates were coming on today. The new plan is certainly quite a large document and I haven't had time to go over it all. I have gone over enough of it to know it embodies the complete Niagara Escarpment bill I brought into the House last year. Of course, that is gratifying to me, although there are still some parts in the plan that are objectionable.

The fact that my bill has been embodied in there is great, but there were parts in the first proposal we didn't like. That was driven home to the commission pretty hard. What we're concerned about now is if those parts in the original act we didn't like are going to be rescinded to allow you to put them in those proposals. I understand this is going to take place

For instance, section 18 gives the authority the power to acquire land by expropriation. That part isn't in the new plan but it's still in the act. It's my understanding, and I'd like that clarified, that sections like that in the act are going to be rescinded.

As I say, I can't say a lot about the new proposals because I haven't studied them in the way I want to. I know it's proposed that \$5 million is going to be set aside to buy land each year. This is a step in the right direction. When you look at how much was spent on the commission this past year—\$2 million—that would have bought a lot of land. I'm not sure the commission has been necessary this last year or will be in years to come. Maybe that's where you're going to get part of your \$5 million—by disbanding the commission. I don't know.

If live on the escarpment. When I talk about rescinding parts of the act, most of the people who live on the escarpment would just as soon that you rescind the whole act and turn the new plan over to the counties to adapt into their official plans. I think this could be done very well.

Even when we read this plan and see it is a lot better than it was before, we're a bit sceptical about what actually will happen. As every one knows, when the last proposals came out there were a lot of distortions, a lack of facts and poor communication which made everybody awfully leery about what was going to happen in this Niagara Escarpment development con-

trol business.

I'll start off mildly. One thing was that 90 per cent of development control permits were passed. It's kind of like saying 90 per cent of your potatoes were grade A. Of course the majority of them were passed, but it's that 10 per cent we were concerned about. How many didn't even apply for a development control permit because of the confusion and the problems they had in order to get a development control permit to build a house or barn or whatever they were after?

That brings me into another area. Did the minister say, in his opening remarks, that Mr. McMullin was going to answer some questions here?

Hon. Mr. Brunelle: Yes.

Mr. McKessock: Maybe you'd like to answer some of these as we go along.

Hon. Mr. Brunelle: As just a general comment, I think the proposed plan that was recently released has been fairly well accepted. The reason I say fairly well accepted is I haven't received one letter or phone call complaining about the proposed plan and normally we do. I'd like to commend the commission.

With reference to Mr. McKessock's comments about the cost of the commission, about \$2 million a year. As you know, it comprises 17 members. I am sure a lot of them served at a financial loss to themselves, as many are business people. I think this was money well spent, because they have held over a hundred meetings since the time the preliminary proposals were put out in February 1978. They've met with municipal councils and the various interest groups.

I believe the reason this proposed plan has been well accepted is due to the work done by the commission. I missed Mr. Mc-Kessock's comments about expropriation.

Mr. McKessock: I can go back over that; before I get into expropriation I'd just like to answer your comment. You may feel the money was well spent, but there are a lot

of people who don't.

About your remark about the plan being well accepted; there hasn't been time to go into it. I'm as interested as anybody and I haven't read this yet. It's very understandable that you haven't heard of anybody complaining yet. Unless people didn't have much else to do since this plan came out about two weeks ago, they won't have been through it yet and, of course, they have three months to respond to it. I know we all need something to push us into doing this. This is why I wish I had a week's notice of this committee meeting, then I would have had it read.

Going back to expropriation, we are pleased that the new plan doesn't mention expropriation, but it is still in the act.

Hon. Mr. Brunelle: That applies to many of our other acts. The word "expropriation" is used in many other acts. This government has been quite fair whenever it has been absolutely necessary to expropriate land, whether for a hydro line or road or whatever the purpose has been. There is an appeal system. So I don't think there should be too much concern. If there doesn't have to be any expropriation, negotiations will be easier.

Mr. McKessock: This is the kind of thing that makes those of us who live on the escarpment very sceptical of this whole thing. We never get a direct or concrete answer.

One of the biggest issues in the first proposal was the expropriation of land. We

felt—and we got large support for it—that there was no need for expropriation of land for parks or the Bruce Trail or what have you because of, for one reason, the amount of land the government already owns in the area.

As I say, we're pleased to see it's not in the plan, but if it is still going to be in the act, we're not going to be any more pleased because we know it's still there. I thought I had the indication when the plan was presented to us that this would be happening, that you would be rescinding this specific section 18 so that it wouldn't be in the act any more and that would alleviate our fears.

Hon. Mr. Brunelle: As the word implies, it is a "proposed" plan. It's being sent to the municipalities and for practically one year there will be tremendous input by the municipalities, interest groups and individuals. At this stage, I don't believe it would have been advisable to make any changes. If changes are necessary in the act, they could be made at some later stage.

Mr. McKessock: That's true. I'm saying to you that it's my opinion it would be advisable for you to make a definite commitment that you're going to rescind that part, because it's going to make your plan much more acceptable. I know there's going to be a large majority out there that isn't going to accept this plan until that commitment is made. It's going to make it difficult for everybody. We can wait and say we think it's going to happen, but if we have no commitment it's going to happen we're going to hesitate to say it is all right.

Hon. Mr. Brunelle: That's a commitment that I am unable to make at this time.

Mr. MacDonald: That's a definite answer for you.

Mr. McKessock: There is a definite answer?

Mr. MacDonald: Yes.

Mr. McKessock: What's that?

Mr. MacDonald: He's not going to make the commitment.

Mr. McKessock: That's right, I'm pleased I got that answer. Maybe I had better bring in another bill on the Niagara Escarpment.

Hon. Mr. Brunelle: In reference to the Niagara Escarpment, some of the members may wish to ask questions of Mr. McMullin and Mr. Coffin who are here.

Mr. McKessock: I can see we're getting into that same area of scepticism again under this thing. I was hoping that this time around

we would come out with straightforward answers and facts.

One thing happened the last time and as Mr. McMullin is familiar with it I should ask him about it. On the night we met down at the St. Lawrence Centre, why did he say in front of the 500 people who were there that one didn't need a building permit to build a barn? The proposal said one did. I wrote to the editors of 15 newspapers and corrected it; I thought it was a mistake, Mr. McMullin responded to it and said: "No, it's not a mistake. You don't need a building permit to build a barn." Then, within the last two or three months in our area we had a barn and the extension to a barn turned down. Eventually we appealed it and won. [3:15]

But these are things that have happened since the last proposals. It has been very difficult for those of us who have been in opposition to this plan because, as I say, there have been distortions, bad communications and misrepresentations of the facts. We don't know where we are at.

To 500 people and the readers of 15 newspapers it was stated that you don't need a permit to build a barn. Then a guy starts to build his barn and the Niagara Escarpment Commission comes in and stops him and says he has to have a permit. He applies for a permit and is turned down. Where do you expect the public to stand when things like this happen?

Hon. Mr. Brunelle: Mr. Chairman, I am not familiar with the details of that individual case.

Mr. Chairman: Mr. McMullin, would you mind coming up to a microphone? Mr. Coffin as well, if you wish,

Mr. McMullin: In the case Mr. McKessock speaks of, I and some of the commission did have some doubts as to whether a barn needed a permit, because under the rules an agricultural building does not need a permit, providing it's 300 feet back from the road and it's on 50 acres of land or more.

I guess the reason we were pushed into that one was that a feedlot or an intensive agricultural operation does need a permitfeedlots for cattle, hogs, poultry and so on. The local council I think believed it was an intensive operation and would then require a permit, so we put it through that process. We also try to co-operate with the local councils on these things and the local council recommended that the application be turned down. I couldn't see the commission being in that situation; we weren't set up

to do that. But those are the rules and that's how we got into that one. It was classed as an intensive feedlot operation,

Mr. McKessock: Here's the problem though. When this was explained before all these people it was said, "You do not need a building permit to build a barn." Now the public look at this as a coverup—that you are trying to cover up something to get this thing through.

This is why I just want to point out here how very important it is that the facts are stated—and the full facts—and that there's no misunderstanding whatsoever. I hope that this is going to happen at this next round, or we are going to be back into the same prob-

lems we had before.

I will just mention one more area of concern—and there was a lot of them. One was that when applying for a Niagara Escarpment development control permit the colour of the building was part of the criteria used for granting a development permit. Now, the commission argued against that right and left and, finally, took it off the form. If they had come out and said, "We have done this, but now we are going to change it"—they did eventually change it and it may have been bad communications or a mistake, but anyway it looked to the public again as if it were a coverup; you were doing it but you were trying to say you were not doing it. It was very unfortunate.

I feel the Niagara Escarpment Commission has learned a lot in the last five years. I am sorry that they didn't recommend to the government that the whole act be rescinded and that their work over the past five years be turned over to the local counties to adapt into their official plans. I think that would have been great. But now we are in a position where we say: "Is the act going to remain or is it going to be rescinded? If it is not going to be rescinded?" I would like a response to those questions right now.

Hon. Mr. Brunelle: Mr. Chairman, within the next 12 months the commission will have input from the municipalities and various groups that will be giving their views on how they see the future of this. The member is quite right in what he said in his remarks, if I understood him correctly, that today many of the municipalities and counties have some very expert planners. When the act was established in 1973 it was entirely different.

It is quite true that it could be difficult at this stage to know just what the future will be, but in view of this expertise in the local councils, the local municipalities, it could well be that there will be a change. We are looking forward to the commission receiving the views of the local people on that very aspect of whether the commission should continue in its present form or in a reduced form or, if it is eliminated, who should do the monitoring. It's a provincial resource which extends for about 450 miles involving about 50 municipalities and four regional councils.

Mr. McKessock: I appreciate that, but I would hope that you would take a look at what you had learned from the last preliminary proposals and take some steps to make some changes now, because this has been another—

Hon. Mr. Brunelle: You mean before the-

Mr. McKessock: Now, when it comes to rescinding certain parts of the act, because I think it's going to be to your advantage. You are going to get a much easier acceptance if you do that.

This has been another argument against the commission over the last five years. The commission kept asking for input and we have been giving input since the thing started. The public has been saying the commission hasn't been listening and this is why I feel if you say, "Okay, we are going to wait until we hear from the public again before we do anything," the public is going to say: "We have been telling you for years and you are not listening. Why do we have to tell you again?"

Hon. Mr. Brunelle: Mr. Chairman, with all due respect, the commission has listened and has responded to a lot of the matters that have been brought forward. You will recall one of the main recommendations that was submitted is that the area was too large; the commission did reduce the size of the area. The commission did respond to many of the submissions submitted by the local municipalities and it will be interesting to see in the months ahead how this proposed plan will be received.

Mr. McKessock: I appreciate that and I know that's true. You have responded. As I have said, you have completely embodied my bill in this.

Hon. Mr. Brunelle: Where ideas are good, Mr. Chairman, we accept them.

Mr. McKessock: I appreciate that, but what I am saying is until you rescind the parts of the act and until you amend the regulations that were passed in the Legislature to give the commission the area to work

under, the area is still there. It's reduced as far as your new plan is concerned, but the whole area is still in legislation, so that area of regulation that was passed in the Legislature should be amended to bring it down now to the exact area that the plan is involved in.

Hon. Mr. Brunelle: Mr. Chairman, I don't want to get into a discussion on this, but I have had legal people look at the act itself. The advice I was given was that the proposed plan is according to the act; the act said that the proposed plan should be prepared and the act does not have to be amended to conform to the area that is presently being planned.

Mr. McKessock: Are you saying the regulations that were passed give them a very broad area of which they used a portion? In the last year and a half they have cut that area down considerably. The plan that has now come out for a reduced area, will it never be allowed to expand again?

Hon. Mr. Brunelle: I can be corrected here, but speaking about the area itself, my understanding is that the centre of the development control area can be reduced but it can't be expanded. Perhaps I should ask either the chairman or the general manager—

Mr. McKessock: They both nod their heads. Is that good enough to go on record?

Mr. Chairman: Provided we so indicate that.

Mr. MacDonald: How did they nod their heads, negative or positive?

Mr. McKessock: They nodded that it could not be expanded.

Mr. McMullin: Mr. Chairman, our legal advice is that anyone going before the hearing officers may ask to have reductions to the plan. The hearing officers cannot hear requests to add to the plan. That is the legal advice we have had. I can assure you the commission has not put any land back in it and I doubt if the government has done.

Mr. McKessock: I am concerned that next year and the year after that it will not be possible to expand it according to the regulations passed in the Legislature, unless they are changed. Is that your understanding?

Mr. McMullin: It is my understanding that the commission recommended the balance of the planning area to be turned back to the municipalities.

Mr. McKessock: Thank you. In the area of development control, who is going to administer it? If it is the county that's fine,

but if it is a government body then I am not sure it shouldn't be the Niagara Escarpment Commission. I really hesitate to say that. Someone out there is liable to say the commission has got to me. After a few years in politics one really hesitates to speak out.

Mr. Wildman: You don't like to take a position.

Mr. MacDonald: That compounds the problem.

Mr. McKessock: The reason I say it should be the commission, if it is not the county, which is my first preference, is when I hear the NDP and the coalition on the Niagara Escarpment group and other naturalist groups saying the commission should be disbanded; that scares me a bit. I am afraid we might have appointed another group that would be worse.

Mr. MacDonald: You've gone full circle. Just a moment ago you were recommending the commission should be disbanded.

Mr. McKessock: Yes. But did you not hear why I now hesitate? We spent five years training this group we have here. If we're going to start with another group all over again, then I don't look forward to that at all.

Mr. Wildman: Basically your position is a commission if necessary, but not necessarily a commission.

Mr. McKessock: Right. But not another group established by the government. I think that is all I am going to say in that area, but I want to mention a couple of other things.

I don't feel the Agricultural Rehabilitation and Development Administration land should have been marked on the maps. This is something that makes the public wary. Why is the ARDA land marked as government land? The government is just a mortgage holder for the farmer, yet on new maps the land is marked as government-owned. Can anybody give me an explanation for that?

Mr. McMullin: I can attempt to, Mr. Chairman.

Mr. McKessock: The minister didn't hear the question. I said I don't think ARDA land should have been marked on the new maps as government-owned, as the government is really just the mortgage holder for the farmer. Here again is something that makes the public sceptical. Why is ARDA land marked on the maps as government-owned?

[3:30]

Mr. McMullin: We went through every municipality to find all the publicly-owned land, be it county forest, provincial park or conservation land. It has been drawn to our attention by the reeves of Grey county and Bruce county that they felt the same way. But I feel this is one of the things those counties can be saying as part of their brief to the commission. I don't think it is any problem for the commission. We really wouldn't be concerned if they were on or off the map.

At this point in the commission's plan, many of these things are out to the municipalities for comment. We will be glad to have the municipal, county and regional councils come back to us with a brief of their concerns. I am sure that will be part of it, because the reeves of those municipalities said at a very recent meeting we had with them that they didn't think ARDA land should be on the maps.

I am sure the commission will get many expressions of concerns from the municipalities, as we wait out the four-month period for the briefs to come in.

Mr. McKessock: One other concern is the Bruce Trail. I haven't studied the matter completely, but I am a little disappointed that the Bruce Trail is still very much involved in your plan. I have nothing against the Bruce Trail, but it was our understanding it wasn't going to have a high priority or any mention in the new plan, whereas it certainly has. I know the trail route itself isn't as designated as it was in the last plan, but it is a great concern and ties right in with the expropriation of land and so forth. It is of very great concern to those of us who live on the escarpment.

I think the Bruce Trail matter has to stay with the Bruce Trail people and that the individual farmers should make their agreements. I don't think the government should be involved unless they buy land for the trail, then that's fine; let the willing seller and the willing buyer come to an agreement. But there should be no expropriation, and I would also hesitate on the taking of leases on land-I think this is proposed in here and that there have to be some changes in legislation to allow leases. I would certainly suggest to the government that it doesn't get into such legislation. First of all, I don't think the farmers would agree to it. I feel it should be left to the Bruce Trail people. If they can negotiate with the farmer to walk across his land, that's fine; if they can't, they are going to have to go around his land.

II don't think the trail has to be continuous for that 400-mile route. I know the Bruce Trail people think so, but the government owns lots of land, and it is going to buy \$5 million worth more a year for the next five years. It can have trails galore. I think there have only been about 140 people who have walked the whole length of the Bruce Trail and I think it is ridiculous to say it has to be continuous. It has been a problem in this land-buying and expropriation deal, thinking it has to be continuous and that the government somehow has to get that whole route. I don't think that is necessary at all. One can go out and walk for two or three days and still not get off government-owned land right now. So I hope the government would tread lightly on the subject of the Bruce Trail.

Hon. Mr. Brunelle: On that subject it is the intention to have voluntary agreements with the land owners. Members may be interested to know that one of the problems has been the question of liability and trespass. Some time within the next few days there will be two acts, the Occupiers' Liability Act and the Trepass Act. I hope those two acts will be passed in this current session, and if not, in the next one. This will be very helpful, not only for the Bruce Trail but also for the wider use of recreational lands throughout the province. Coming back to the Bruce Trail, I understand it will be done on a voluntary basis with the land owners.

Mr. McKessock: I am glad to hear that. I agree with you that the Trespass to Property Act and the Occupiers' Liability Act will certainly help a lot.

I am going to wind up. I know I have hammered you a little here today because I wanted to bring out a few facts I thought would help you and help us as land owners. When I was going through all these files, I noticed I had had my picture in the Globe and Mail under Hugh Winsor's column. That was the only time I ever did in the Niagara Escarpment issue.

Mr. Wildman: It's like getting on the front of Time.

Mr. McKessock: Yes. It's interesting what he savs there, namely, that my bill would gut the Niagara Escarpment Commission. Of course, it's very interesting for me to see the commission is still here and that it has embodied my bill completely in the new plan. It shows what can happen in the papers sometimes.

Mr. Chairman: It shows that Hugh Winsor is sometimes wrong.

Mr. McKessock: That's right.

Hon. Mr. Brunelle: I have some brief remarks. With regard to the first item the member mentioned, which was agriculture, I wouldn't want him to have the impression this government doesn't consider the high importance of agriculture in Ontario. I can be corrected by you, Mr. Chairman, being a farmer yourself, but I believe it's the third largest industry in Ontario.

You were mentioning that insufficient funds are allocated to agriculture. The budget for the current vear for the Ministry of Agriculture and Food is \$197 million plus. The Employment Development Board has allocated at least \$2 million to \$3 million and mavbe more to the agricultural community, mainly in the area of tomato pastes and processing but also to other agricultural sectors for industries.

The import question is a very important one. I know we try in my own family—and mind you, it's cheaper also—to use apple juice and tomato juice instead of orange juice. I think more should be done in that area. As I mentioned earlier, if time permits and if the members are interested we can show them the demographic projections for the next five years. One of the items we address which came from the Minister of Agriculture and Food, is the whole question of putting more emphasis on using our own agricultural products instead of imports and, of course, exporting more Ontario products.

You are probably aware of the tile-drainage program and that more than \$20 million has been allocated for that.

Mr. McKessock: I am well aware it is not nearly enough.

Hon. Mr. Brunelle: Don't blame the Minister of Agriculture and Food and others because it has received a very high priority and has been increased substantially. There are also the farm productivity incentive, farm structures and soil management erosion programs. So the farming industry does command a high priority in the budget.

Mr. McKessock: I would like to mention a point on that tile-drainage program since you've brought it up. Don't you feel there should be enough money given toward that project so that every farmer can make use of it? The way it is right now there is so much money available at six per cent. Certain farmers can use it until it runs out. Then when the next farmer comes along, there is none left. He goes to the bank and pays 17 per cent right now for his money. That's not fair. If it's good for one farmer, it should be good for them all. This is where they are

gaining on us in Quebec. They are doing these things.

Hon. Mr. Brunelle: The Minister of Agriculture and Food is well aware of that question. I believe they are revising some of their existing policies to have a more equitable distribution.

Mr. McKessock: I have another question on that. Did you say \$293 million for agriculture this year?

Hon. Mr. Brunelle: The budget for the current year is \$197,615,000.

Mr. McKessock: This year?

Hon. Mr. Brunelle: Yes.

Mr. McKessock: Which is one and a half per cent of the Ontario budget.

Hon. Mr. Brunelle: The pie is only so big, and there are many—

Mr. McKessock: It's a fairly big pie and one and a half per cent is an awfully small slice.

Hon. Mr. Brunelle: I appreciate that you are a farmer, but at the same time there are others who can make just as good a case for health, education and the others. It is a matter of judgement.

Mr. Wildman: I would agree that the Minister of Agriculture and Food does cover a wide girth, though.

Mr. McKessock: If we are well fed, then maybe we won't need to spend as much on health and these other areas.

Mr. Chairman: The minister mentioned the slide presentation. I hope there will be some time left for that, Are there any more questions about the commission for Mr. McMullin or Mr. Coffin?

Just before I go to you, Mr. Wildman, Mr. Smith is the executive director of the Royal Commission on Electric Power Planning. Are there any members who wish to ask questions about that?

Mr. T. P. Reid: I have just one, arising out of our conversations on public accounts.

Mr. Chairman: I should say Mr. Reid, that Mr. Smith is a busy man, as are all the people in the room, and there was some concern expressed that perhaps we shouldn't keep him here all afternoon.

Mr. T. P. Reid: I was only going to ask one question, Mr. Chairman, which could have been done in the time it took you to admonish me.

Mr. Chairman: No, I wasn't admonishing you, I just wanted to explain to Mr. Wildman why you were bumping him.

Mr. T. P. Reid: Oh, I'm sorry, I apologize. It is simply this: one of my concerns is the profligate spending by royal commissions. Mr. Minister, as you said in your report that the Royal Commission on Electric Power Planning reports to you, I wonder if you give any direction to the royal commission in this particular case as to financial administration and, in fact, make some suggestions to them as to budgeting and that sort of thing?

Hon. Mr. Brunelle: No, Mr. Chairman. Of course, we expect them to be prudent. The management board does have a role in the expenditures of the royal commissions, along with any other commissions.

Mr. T. P. Reid: Do you simply receive the report of the royal commission? Is that all your function is?

Hon. Mr. Brunelle: As far as the expenditure is concerned, for instance, the salaries have to be approved by management board, but there is no detailed—

Mr. T. P. Reid: I don't want to prolong this, but I would like to know the relationship of your ministry to the royal commission. Other than that they report through you, or to you, what is your relationship with them?

Hon. Mr. Brunelle: The reports are submitted, but they deal more directly with the Ministry of Energy. In our policy field we are responsible for two commissions, since their budgets are in our vote.

Mr. T. P. Reid: More confusing and more confusing.

Hon. Mr. Brunelle: Does Mr. Anderson wish to answer?

Mr. Chairman: Mr. Anderson.

Mr. Anderson: As I think you know, Mr. Reid, the management board has produced quite a compendious list of guidelines, which I think the public accounts committee was helpful in devising, for the administration of royal commissions. Many of the royal commissions fall within the purview of the Attorney General. This one is Mr. Brunelle's responsibility. We, in the secretariat, have the responsibility of presenting the estimates for the royal commission to the management board. We have the responsibility for developing, for the management board, the work plan for the royal commission. Needless to say, we work that out on their advice. That is then approved by the management board as part of the endorsement by the management board of the estimates

that are to be printed and presented to the Legislature.

[3:45]

The chairman of the royal commission is apprised by myself, as the chief administrative officer of the secretariat, so to speak, of the obligation to make sure he has received and knows he is obliged to abide by the administrative guidelines produced by management board. To that extent, the royal commission is bound by these and, in fact, is charged with the responsibility of abiding by them from the secretariat.

Mr. T. P. Reid: Thank you, Mr. Anderson. I just have one further question, Mr. Chairman, under the vote that relates to public interest subsidies in the amount of \$10,000. That's not a lot of money in a \$14 billion budget, but it raises the problemand we had this discussion with Mr. Porter and others-of funding public interest groups. I'm not saying I am opposed to it, but we've seen examples, particularly in the Hartt commission, where he was handing out money to everyone who lined up at the door and didn't seem to have any idea of who was getting it, or where it was going, although I suspect I know where it did go. Do you, or does your ministry, have any idea of how you are going to approach and lay down rules or guidelines and, certainly, accountability for funds that are given for public participation in royal commissions, at least as they relate to the ones that come under your purview?

Hon. Mr. Brunelle: My understanding is the \$10,000 you're referring to, Mr. Reid, is a pilot project. I had requests from certain groups with reference to the Niagara Escarpment plan proposal asking for funds to appear. We have declined. Except for the one you mentioned for the northern environment commission—

Mr. T. P. Reid: You got stung pretty badly on that one.

Hon. Mr. Brunelle: This one is a pilot project. It's not our intention and we do not normally fund.

Mr. T. P. Reid: Will you not be compiling any kind of guidelines as to how public participation funds, if given, will be administered and what accountability there will he?

Hon. Mr. Brunelle: No, because the Minister of the Environment (Mr. Parrott), as you also may be aware, has received many requests to appear before hearings and they've also been declined. Our policy is not to fund groups.

Mr. R. Smith: Mr. Reid, I might just make one comment. We will be making comments in our final report on the merits of public funding—at least what we perceive as merits—in our process and where they think they might be applied in the future, and the guidelines which should be used.

As to that \$10,000, you may be interested to know that only \$4,900 of that \$10,000 were used. They were used specifically for the projects that were considered to have priority in southwestern and eastern Ontario. One portion went to the foodland steering committee, which was an organization of the Ontario Federation of Agriculture. The various regional agricultural groups were concerned with Hydro's development in southwestern Ontario. There was another allotment of about \$710 in eastern Ontario to some people in the Kingston area who were concerned about the transmission facilities going between Lennox and Ottawa.

Mr. T. P. Reid: Are you going to be finished on time?

Mr. R. Smith: Yes.

Mr. T. P. Reid: This time?

Mr. R. Smith: Yes.

Mr. MacDonald: Could I add a word on this specific point, which I think is of some interest and relationship?

When the select committee on Hydro affairs began to look at the whole issue of nuclear safety, a number of groups approached us with regard to public funding. It was the considered view of our staff and the steering committee of the select committee that most of the work had been done under the public funding for the Porter commission. We said to them, "Look, we have all that you produced for the Porter commission. If you want to come and testify to it we would be glad." They were scheduled two or three times during the summer in various aspects of our hearings.

I think the only addition to that was that there were one or two very experienced people recognized as knowledgeable who were asked to do specific areas of work for the select committee.

All I'm saying is I think there may well be a place, if the royal commission is going to give you some guidance on it, for guidelines, but you almost have to leave to the commission and/or the select committee the final decision. You can't make it out there in limbo, saying there can or there can't be, because it varies from topic to topic as to how legitimate it is for public funding and how useful an input there can be.

In this instance we were able to avoid it almost totally because of the fact it had already been done by the Porter commission.

Mr. T. P. Reid: The problem, Mr. Mac-Donald, was that Mr Hartt, in his more inebriated moments—not necessarily from alcohol—gave out about \$294,000. He said he didn't know where it went or what happened to it. There has to be some concern about that.

Mr. Wildman: I have a question I was going to a k later on, but since Mr. Smith wishes to leave, or has to go, I would ask

him two questions now.

As he knows, when the commission finally got around to holding a hearing in Blind River I appeared and raised some questions at that hearing. Can you tell me what the schedule is now as to when the commission is looking at winding up its work?

Mr. R. Smith: Yes, we're scheduled to report to the provincial secretary on February 28.

Mr. Wildman: Okay. The situation is that since it is no longer in your purview to comment on specific projects such as the proposed North Channel electric generating site since officially it's not the site and I don't know where it is—since that's no longer in your purview, will it be just general power planning rather than dealing with specific projects as well?

Mr. R. Smith: That's correct. There won't be specific geographic references. There will be references, possibly, to our views on the need for specific facilities by type of fuel, but not by geographic area.

Mr. Wildman: I see. Did the Committee for Nuclear Responsibility on the North Shore gain any funding from the commission?

Mr. R. Smith: Yes, a group called the Need Committee for the North Channel did receive funds from the commission.

Mr. Wildman: Do you know what the amount was?

Mr. R. Smith: Just one second. I think it's around \$7,000, but I can tell you more specifically.

It's \$7,500.

Mr. Wildman: Okay. Was that \$7,500 awarded prior to the particular project with which they were most concerned being removed from the terms of reference of the commision?

Mr. R. Smith: Yes.

Mr. Wildman: Their report was prepared and ready just after the terms of reference were changed and you gave them the opportunity to appear before you. I believe they also appeared before the select committee. What happens, if anything, with that report that was funded by you but whose topic, by the time it was prepared, was no longer within your specific terms of reference?

Mr. R. Smith: The report itself is part of the public record. For that reason it's useful, but I think the principal reason we wanted them to appear, even though the terms of reference had been changed, was more from the concept of local involvement in the planning of Hydro matters and to hear the arguments they were putting forward about their relationship of Ontario Hydro or lack thereof, and the need for some kind of change in that involvement and relationship between Ontario Hydro and the local community when major facilities are being planned.

In particular, that body was interested in the consideration of need for facilities on a geographic basis and the consideration of alternatives. I think it's a pressing issue for the future, one I'm sure Mr. MacDonald's committee has had to deal with as well, therefore there was a use for us, even though we weren't interested in the arguments as to why a nuclear plant was or wasn't needed on the North Channel.

Mr. Wildman: Okay. I have only one other question.

You may recall during the hearing in Blind River I made reference to a report that was done by Ministry of the Environment officials in which they made some comments about Ontario Hydro's attitudes towards the Environmental Assessment Act, which were denied by the Hydro officials appearing before the committee. They said that was an inaccurate description of their views on environmental assessment. I think the Ministry of the Environment officials had said they viewed it as one more hurdle, or something that had to be surmounted in getting a project on stream. The Hydro officials said, "Oh, no, no," they saw it as an integral part of the planning process.

Is the commission going to make any comments about those two diverging views of the environmental assessment process and Hydro's attitude towards it?

Mr. R. Smith: The area of future decisionmaking on electric power planning will be an essential area of comment by the commission. Definitely we will be making recommendations on a future system. We will also be commenting on what we see as the inadequacies of the present system and specifically talking about that "hurdle" that has been discussed by Onltario Hydro.

Mr. Wildman: Okay thank you.

Oh, sorry, one more question: Does the commission have any involvement at all in the PR program Atomic Energy of Canada Limited is carrying out through northern Ontario about drilling? And do you have any comments on the storage of nuclear waste as part of the whole electric power planning process?

Mr. R. Smith: We do get correspondence from time to time from people from the area who are concerned. It usually is a petition or something that they are sending off to others and they've referenced us and sent it on to us; but other than that we have no involvement in and no awareness of what's happening.

Mr. Wildman: I have other questions, Mr. Chairman.

Mr. Chairman: Yes, you are still on the list, Mr. Wildman.

Any further questions of Mr. Smith? Thank you very much, Mr. Smith.

Mr. Wildman: Thank you, Mr. Chairman. It's always a pleasure to discuss resources development matters in the social development committee and I always find it enjoyable to attend a committee of which you are the chairman.

Mr. Chairman: Thank you.

Mr. Wildman: It makes it impossible for us to get into partisan arguments, since you are no longer—

Mr. MacDonald: Really?

Mr. Wildman: You don't often interfere in a discussion when you are in the chair.

Mr. Chairman: I try not to.

Mr. Wildman: I am concerned about the relationship between this policy secretariat and the various ministries which are a part of or related to the policy field. Other members of this committee are also concerned about it. I've raised with the minister before, in his estimates and at other times, questions as to his role in northern Ontario in relation to that all-encompassing role of his cohort from Kenora.

I always find it interesting to discuss with Mr. Bernier or with Mr. Brunelle how their individual co-ordinating functions relate to one another, since Mr. Bernier makes a great deal of the fact that his main function in northern Ontario is to co-ordinate the various activities of government agencies throughout northern Ontario as part of his governorship.

[4:00]

I realize that the Ministry of Northern Affairs is part of this policy field committee as well as the others, because it deals with matters that relate to all the various policies in northern Ontario. I don't want to draw this out because I raised it last year, I think, and the year before, but I still haven't received an adequate explanation.

I'm sure my friend from Rainy River would agree that very few of us in northern Ontario really know how the co-ordinating function of the Ministry of Northern Affairs in northern Ontario relates to the co-ordinating function of the secretariat in relation to resource policy for the whole province. Some people argue that when you have a number of line ministries involved you get these duplications or you have conflicts, therefore some co-ordination is needed. I don't think many people would argue that you shouldn't have some co-ordination, but it appears in this situation, as in other policy fields in relation to the Ministry of Northern Affairs, that we've got two co-ordinators. I wonder who co-ordinates the co-ordinators?

Hon. Mr. Brunelle: Our policy field deals with the entire province. The Ministry of Northern Affairs, as mentioned in my opening remarks, relates to the three policy fields of justice, social and resources.

If I could use an example, take Elliot Lake for instance.

Mr. Wildman: That's what I was just getting to.

Hon. Mr. Brunelle: The member is very familiar with it.

The matter of Elliot Lake comes under various ministries, one of which is the Ministry of Housing; considerably so in view of the doubling of the population there within the next few years. Another is the Ministry of Natural Resources, which deals with problems of the environment, tailings and so forth; and there is the Ministry of Energy as well. In our policy field, one of the advisers, Mr. Richards, assists in co-ordinating the various ministries. This matter came to our policy field, and I believe we've had at least two if not three submissions during the past year. The line ministries, as was indicated earlier, are responsible for their individual areas, such as the Ministry of Housing is responsible for housing and Natural Resources attends to its own responsibilities. The Ministry of Northern Affairs then sort of has a bit of a monitoring role. Using Elliot Lake as an example, if there are any specific problems that need

to be referred to them, the line ministries, such as the Ministry of Housing, will play their own role. Our role, again, is a coordinating one. I don't see any conflict between the Ministry of Northern Affairs and our resources policy field; we complement one another.

Mr. Wildman: In other words, Leo monitors. He keeps his ear to the ground; he knows what people are saying about what

other ministries are doing.

Hon. Mr. Brunelle: That's right. In his ministry, as you know, if there is a problem with reference to the social field he'll have a submission made to the social policy field. If it's one dealing with, say corrections, he'll suggest working with that ministry. It has worked quite well.

Mr. Anderson: I think it is useful to regard as at least a primary role the Ministry of Northen Affairs' effort to facilitate the delivery of various ministries' progams in the north. In addition, the ministry itself has a budget to deliver certain services in

the north.

The issues surrounding Elliot Lake, from the points of view of a number of ministries, involve quite important policies-housing polpolicy, occupational icy, environmental health policy, et cetera. There wouldn't be any difficulty at the working level in identifving that the co-ordination of that whole Elliot Lake issue would be for the policy field secretariat and not for the Ministry of Northern Affairs. The Ministry of Northern Affairs would be one of the participants, but the co-ordination of what would be quite significant policy issues, perhaps in dispute and in conflict until they are resolved, would be the policy field. At the working level that doesn't seem to present any dilemma. That seems fairly evident.

Mr. Wildman: I may be obtuse, but it seems to me we are getting into the very problem to which I referred. You are saying the Ministry of Northern Affairs has a facilitating role, so they facilitate what the other ministries are doing and you co-ordinate.

Mr. Anderson: I hope I haven't further confused the issue, but what I was trying to say, Mr. Chairman, is that basically the policy field secretariat, because it is a policy field, is concerned with co-ordinating policy. It ensures that policy, as it finally takes its bite, is co-ordinated policy if it needs to be.

At the receiving end there are a lot of services to be delivered to the population, as you, sir, would be the first to know. While other ministries are delivering services to the north, the Ministry of Northern Affairs is a

facilitating ministry to see that these services really get there and that they don't get bogged down in the south on their way. There is really a stimulation to have the government programs delivered in the north. I emphasize delivery as distinct from coordinating policy.

Mr. Wildman: I won't prolong this. I want to point out that Mr. Bernier himself makes a great to-do about his co-ordinating role, not only co-ordinating delivery of service but also co-ordinating government policy in relation

to northern Ontario.

Hon. Mr. Brunelle: That's right. For instance, in the construction of roads in northern Ontario, the Ministry of Northern Affairs has a tremendous input on where the roads should be built.

Mr. Wildman: Yes, I know it does.

Hon. Mr. Brunelle: The engineering and so forth is with the Ministry of Transportation and Communications, but a certain part of the budget of the Ministry of Northern Affairs is for road construction. So those two ministries work very closely, and this applies to other ministries as well.

Mr. Wildman: I want to use the example of roads, since you mention it. I had a rather disconcerting and somewhat amusing experience last spring when I attended a meeting in a community called Searchmont, which is just north of Sault Ste. Marie. My friend from Sault Ste. Marie knows it well; he knows also about the terrible condition of the road to Searchmont from highway 17. He has received correspondence about that.

I was attending a meeting in Searchmont with members of the community and Ministry of Northern Affairs officials on another matter. Towards the end of the meeting, one of the officials from the ministry was asked a question by a local resident complaining about the bad condition of the highway. The resident wanted to know when the govern-

ment was going to repair it.

I won't go into the whole issue. What I found disconcerting was the official's response. He agreed, yes, the road was one of the worst he had ever driven on and that the community and Mr. Wildman should go after MTC to get something done about it. He was somewhat taken aback when I pointed out to him that supposedly the budget for roads in northern Ontario was in the Ministry of Northern Affairs and that he should be going after MTC, saying, "We have some money here, how about fixing up this road?" The thing that is wrong and unfortunate about that whole process, as my friend the member for Rainy River I think

would agree, is that we all know, in terms of roads, that maybe the Ministry of Northern Affairs decides which ones are going to be fixed or which ones are going to be built.

Mr. T. P. Reid: Without any expertise in making that decision.

Mr. Wildman: What seems to happen is that the Ministry of Transportation and Communications carries out its five-year plan as it always has done. They look at what they want to do in five years and determine how much money they have or anticipate having. Then in the days before MNA they used to go to their own ministry officials in Downsview. Downsview would approve of or change the five-year plan and would then allocate the moneys to implement it.

Now what happens is that after they have prepared their five-year plan they send it to Northern Affairs, Northern Affairs looks at it and says whether or not it falls in line with what the ministry wants to do. If the plan does, MNA takes that same money, which used to be in the MTC budget but is now in MNA budget and says to them, "You have this much money to carry out the plan you have given to us. We will give you back the plan and you implement it." It is just one more step in the process that was there all along. It may be influenced somewhat by whatever priorities Mr. Bernier or his officials, for whatever reason, decide should be given, but only slightly.

I know there are some people in MTC who are not too enamoured with the new process. Perhaps that is something you should be doing as a co-ordinator, trying to get those two ministries together and get things operating more smoothly.

Hon, Mr. Brunelle: Mr. Wildman was not there about a week ago when Mr. Reid was at the annual meeting of the northwestern Ontario associated chambers of commerce.

Mr. Wildman: No, I wasn't there because I was attending the Northern Ontario Tourist Outfitters Association meeting in Sault Ste. Marie.

Hon. Mr. Brunelle: I wasn't trying to infer you weren't interested. I mention this because they had several resolutions. The first resolution was to commend the government for the establishment of the Ministry of Northern Affairs.

Mr. T. P. Reid: There wasn't a Liberal or an NDPer in the bunch, I might add.

Hon. Mr. Brunelle: They were most complimentary about the wonderful work the Ministry of Northern Affairs is doing in the north.

Mr. T. P. Reid: In the chamber of commerce they are more Tory than the Tory party.

Mr. Wildman: Don't get me wrong. I hate to do this, but I really would commend the Minister of Northern Affairs (Mr. Bernier) for what he is doing with airports in some parts of the north. In terms of the road plan, you chose a bad example for testing what MNA is doing.

I would like to get to Elliot Lake, I put some questions on the Order Paper regarding the expansion in Elliot Lake and you gave me your responses. I have a couple of questions about that, It is my understanding the study you referred to in your response to me was carried out by the municipality and funded by the municipality, not by the province; is that correct?

Hon. Mr. Brunelle: Yes. Was this the study requested by the municipality on the financial implications of providing services, mainly housing?

Mr. Wildman: Yes.

Hon. Mr. Brunelle: I forget the name of the consultants in Toronto.

Mr. Wildman: Is it correct that things are being held up in terms of servicing because of the stipulation that Hydro must approve projects, over and above \$100,000 in one case and in the other \$200,000 for upfront funding by the mining company?

Hon. Mr. Brunelle: I am not aware of this. Mr. Richards is very close to Elliot Lake. He was there yesterday. Mr. Richards has been dealing with Elliot Lake and co-ordinating various ministries' activities.

[4:15]

Mr. Richards: I am aware that Ontario Hydro does process funds for upfront grants or assistance to municipalities. I am not aware of any specific delays with respect to the new sewer and water project at Elliot Lake. I am aware modifications were necessary to the design of the sewer system and waterworks at Elliot Lake as a result of the adjustments to the population statistics for the future of Elliot Lake that could have resulted in some delays to that system.

Mr. Wildman: My understanding is the mining companies have informed the municipality they can't go ahead with their upfront funding in one case because Hydro has to approve any project over \$100,000, and in the other Hydro has to approve any project over \$200,000, according to the agreement. That approval has been very slow in coming from Hydro.

Mr. Richards: I am not aware of Hydro getting involved in the actual design and planning of—

Mr. Wildman: No, no; they are not involved in that. They have to approve the money going in. I think there needs to be more co-ordination between the Ministry of the Environment and Hydro; maybe that is something you should be looking at.

I am also wondering why the whole study of the response to the Elliot Lake expansion is basically concentrated on Elliot Lake. I know the Ministry of Housing has done some studying in other areas. Why are you not expanding that study and the response to it to take into account the spill-over into the other communities, more than just the Ministry of Housing's individual studies?

Hon. Mr. Brunelle: Like Blind River?

Mr. Wildman: I am especially concerned about Blind River, but there are other communities like the township of North Shore, Spanish and those other communities. For instance, if Elliot Lake needs to upgrade services in terms of water and sewers so does Blind River, but Blind River isn't being viewed in the same way.

As an example of what appears to me to be completely inadequate planning, the Minister of the Environment (Mr. Auld) did approve a \$2 million improvement to their sewage treatment plant but did not approve improvements to the old water and sewer system. You now have a situation in which the old sewers are feeding into this new treatment plant. They are so old there is water seeping into them and they are processing twice as much through the plant as they should be because a lot of it is ground water.

They have been trying for two or more years to get funding for improvements to their water and sewer system. They gave up on talking to MOE and they went to the Ministry of Northern Affairs. Mr. Bernier kept them on a string from January until June of last year, saying, "Yes, it would be a couple of weeks." I kept them waiting as well. He kept saying in a couple of weeks he would have a decision and so on, until finally in June he said: "Sorry, we have got nothing for you, but maybe next spring."

I have two questions. Why is it that study isn't looking at the communities around Elliot Lake as well as Elliot Lake itself? What is your role in doing that? How on earth can improving a sewage treatment plant be justified, but not improvement of the sewers that are feeding into it so that basically you are wasting the money you spent on the

sewage treatment plant? Why on earth doesn't that go together? What response, if any, is the government going to give to Blind River and the other communities in the area?

Mr. Richards: I can answer both those questions, Mr. Chairman. With regard to the recently-released response of the government to the community assessment by the Environmental Assessment Board, the group I was co-ordinating concentrated its attention particularly on what the Environmental Assessment Board had discussed at the hearings that took place in Elliot Lake. I must say that during those hearings, and I attended most of the sessions, the Environmental Assessment Board's attention was concentrated specifically on Elliot Lake itself. There were representations from the town of Blind River, but I think attention focused primarily on what growth was going to take place in that specific community. When the Environmental Assessment Board released its interim report last March, and subsequently its final report in May this year, it noted there should be a more co-ordinated approach to the outlying communities-the ones that you have mentioned; Blind River, the township of the North Shore and some of the others.

In the response it is noted that a number of studies had been undertaken during the past four or five years that looked into the future impact of development in Elliot Lake on the communities you mentioned. A number of specific studies were listed in that regard, the most recent study being one which was undertaken by the Ministry of Housing on the potential impact of growth in Blind River; the impact of growth, for example, with respect to Elliot Lake and its function as a dormitory community—

Mr. Wildman: May I interrupt for a moment just in relation to that? I agree with what you are saying, but even that study was concentrated and focused on Elliot Lake. What they were doing is looking at the other communities in relation to the difficulties we might have if there wasn't an approval for additional housing and expansion in Elliot Lake. They wanted to know where the people would live as a result of that. So even that was focused on Elliot Lake, although it was looking at the other communities.

Mr. Richards: There was a specific study by the Ministry of Housing on Blind River.

Mr. Wildman: That's right. It came out after the first one.

Mr. Richards: That's right, yes; it was kind of a second volume.

With regard to your second question, and really the specific problem of Blind River itself with the sewer and water system, I understand that some two or three years ago the notion was that the improvements of the town's sewer system should be on a phased basis. In other words, they would start with the biggest problem first and then work back. The biggest problem was the sewage treatment plant itself. As you know, that has been renewed and is now in operation.

The second part of the problem, as Mr. Wildman has mentioned, is the fact that a number of the sewers in the old part of the town are outdated. The Ministry of Northern Affairs has agreed to assist the town in preparing a financial impact study on the effects of that project or proposed project on the town's finances. We are expecting that study to be completed in time so some kind of assessment can be made in the spring for construction later on, or at least some of the preliminary design for construction. In other words, the notion is that the town should undertake a study to see what it can afford before the government considers any kind of assistance to the town with regard to the renewal, or the rehabilitation I should say, of those sewers.

Mr. Wildman: Would you say the main thrust for co-ordination in response to the Elliot Lake expansion has been from the Ministry of Northern Affairs?

Mr. Richards: It's a difficult question to answer, because my prime function, and I think the secretariat's prime function following through from what Mr. Anderson has said, has been in relation to the hearings of the Environmental Assessment Board. As a result of those deliberations, during the last two years, and specifically within the last six months since the board has issued its findings and recommendations, the government has made its views known so that as problems arise the Ministry of Northern Affairs could be brought in. I think Mr. Brunelle indicated that a few minutes ago. When we talk about the Elliot Lake area we are not talking about the municipality per se, we are talking about the region around the Elliot Lake area. If problems arise that require provincial involvement, then certainly the Ministry of Northern Affairs would be the ministry to bring forward those problems to the cabinet committee for resources development.

Mr. Wildman: That's all I have on that. I have two or three other things I want to talk about.

Can you tell me what, if any, response and what policy you have on AECL's public relations program in the north with regard to drilling?

Hon. Mr. Brunelle: The input I have had is the same as that you and other northern members have received.

Mr. Wildman: The slide show?

Hon. Mr. Brunelle: Yes.

Mr. Wildman: The provincial government has not taken any position?

Hon. Mr. Brunelle: Not to my knowledge—unless they were in direct touch with the Ministry of Energy. I have had no representations except for the presentation dealing specifically with the riding of Cochrane North.

Mr. Wildman: Does the provincial government support this thrust of the AECL?

Hon. Mr. Brunelle: The way the matter was presented to me, there has been a tremendous amount of public input concerning the intention to go to those areas. I guess they have been to Atikokan.

Mr. T. P. Reid: Yes.

Hon. Mr. Brunelle: I can be corrected, but my understanding is that the council supports—

Mr. T. P. Reid: They passed a resolution asking them to come in and do the test drilling. Let it be on their heads.

Mr. Wildman: And there was a petition against it.

Hon. Mr. Brunelle: It is a matter of public input. At this stage I am not aware of any government interference.

Mr. Wildman: If they do decide at some future date that it will be safe to bury nuclear waste in northern Ontario, will your secretariat be responsible for co-ordinating the safe transportation of that waste from southern Ontario to the north?

Hon. Mr. Brunelle: My deputy will answer that.

Mr. Anderson: The regulation of that would be by the federal government.

Mr. Wildman: Would that all go to the Attorney General, as in the case of the Mississauga situation? Because you are going to have accidents.

To go on from there, can you tell me what role your secretariat played in the government's response to the Canadian Transportation Commission hearings on Via Rail last week?

Hon. Mr. Brunelle: This was left entirely to the Ministry of Transportation and Communications. The minister himself or his staff appeared before the commission.

Mr. Wildman: That again relates to what I have been talking about throughout these various problems. Discussions took place between the Ministry of Northern Affairs and MTC on that response. The Ministry of Northern Affairs prepared the background papers that were used in MTC's response to the Via Rail proposals.

Hon. Mr. Brunelle: As the honourable member knows, the Ministry of Northern Affairs is responsible for the administration of the Ontario Northland Transportation Commission. Therefore, there would be quite close liaison between those two ministries.

Mr. Wildman: My disappointment was that it was a nonresponse basically. Although the background papers prepared by MNA took a very strong position, the actual reponse prepared by MTC and given to the commission was basically a nonresponse which said, "We'll deal with whatever you decide," instead of coming out and saying, "Yes, we favour it," or, "No, we don't. We want this changed." There was no such statement at all.

Their justification for not giving that kind of statement was that it would be better to get it directly from the local people, which I must admit the CTC certainly did get. But it would have been nice if the provincial government had taken a position on behalf of the residents of the railway communities in the northwest.

Mr. Chairman: Have you finished, Mr. Wildman?

Mr. Wildman: No, I have a couple of other things.

In terms of co-ordination, I notice your background papers mention flood-plain mapping. What role does your secretariat play in determining how much money should be allocated to the flood-plain mapping program and what role do you have in the Canada-Ontario flood-damage reduction program?

Hon. Mr. Brunelle: I believe the Ministry of Natural Resources is responsible for the funding of those plans.

Mr. Wildman: I will give you an example of the lack of co-ordination between the Ministry of Natural Resources and other ministries. As you know, with the serious flooding we had in the north this year there were a lot of problems and MNR and the Ministry of Northern Affairs got involved; MNA was trying to give some response to it.

In one community, Iron Bridge, we had a situation where there was flooding and there

was a senior citizens' apartment project right in the middle of the flood plain. That, of course, is funded by the Ministry of Housing and the federal government. When MNR came along they said, "These people shouldn't have built their homes on this flood plain. It is not the government's responsibility to do something about this situation; they shouldn't have built there. We told them it was a flood plain."

A number of people pointed out that the Ministry of Housing, which is a government agency, had put up a building on the flood plain. What co-ordination is there between MNR and the Ministry of Housing in deciding where senior citizens' housing projects should be built and in determining what policy there is as to what can be built on a flood plain and what can't be? Maybe that's something you should look at-getting more co-ordination.

Now, to top it off, the Ontario Housing Corporation, which owned land adjacent to that senior citizens' project, has decided that since it is a flood plain they don't want to build any more senior citizens' apartments there. They have decided to sell it. Who they are going to sell it to I don't know. If some poor, gullible guy who doesn't know it is a flood plain comes along and buys it they are going to sell it. MNR has already said that nobody should be building there.

It is a rather strange lack of co-ordination between two ministries which come under your policy field.

Hon. Mr. Brunelle: You refer to a building for senior citizens. It is my understanding that sites for senior citizens' housing rest with the local housing authority.

Mr. Wildman: It does now, but it didn't at the time this was built. There wasn't a housing authority restriction originally. I don't want to labour the point.

One last thing I wanted to deal with, and know my colleague also wants to talk about this, is your specific role with regard to native people, the major role you play or are supposed to play in the provincial government's response to the problems of native people.

Can you tell me what policy decision has been made by the government in relation to questions when the provincial government wishes to obtain land which is reserve land held in trust by the federal government for the band? Has there been any policy decision as to how such land should be obtained?

Is it government policy that this will be purchased at market value? If so, who determines what the market value is for reserve land; or has there been a decision that it is government policy that there should only be exchanges of land or that that would be preferable? If that is government policy, how have you co-ordinated MNR with whatever other ministry is trying to obtain the land?

Right now I have a situation in Garden River which my friend from Sault Ste. Marie is well aware of. There are negotiations going on with regard to the expansion to four lanes of highway 17. There have been suggestions that there should be a land exchange, but the negotiations are being carried on by the Ministry of Transportation and Communications and MNR isn't directly involved in the negotiations. If anyone is going to make a land exchange MNR has to be involved. There doesn't seem to be any co-ordination and there doesn't seem to be any real policy position of the government in this regard.

Hon. Mr. Brunelle: As the honourable member knows, the Ministry of Natural Resources is responsible for the administration of crown land. That ministry has a policy for exchanging or purchasing Indian lands and, as you mentioned, the lands on reserves are held in trust by the federal government.

The specific question of the widening of the road at Garden River is one that the Ministry of Transportation and Communications has been addressing for the last two years.

Mr. Wildman: Oh, more than that; it was 1973 when they first started talking about it.

Hon. Mr. Brunelle: Was it that long ago?
Mr. Wildman: Yes.

Hon. Mr. Brunelle: In 1973? At any rate, that ministry is the one directly involved with that; I'm not familiar with the details of the Garden River problem.

Mr. Wildman: You understand the problem though. I don't want to go into the details of it because I realize yours is a

policy responsibility.

My question is simply this: What co-ordination is there between MTC, which is carrying on the negotiations—you're quite right in that—and the Ministry of Natural Resources, which has the jurisdiction over crown lands and is going to be responsible for determining; what kind of exchange is there when MTC is carrying on the negotiations and not MNR?

Hon. Mr. Brunelle: The Minister of Natural Resources does have a policy for making crown land available and exchanging it on reserves. It depends on the location of the reserve. As you know, some of the land on

the remote reserves is very poor land. Probably the land in question— I'm not familiar with the Garden River reserve—would probably be of high value.

Mr. Wildman: In that regard then, can you tell me what is your role with regard to your responsibility for native concerns in these kinds of negotiations? Do you not become involved in these negotiations?

Hon. Mr. Brunelle: Generally speaking, the line ministries are the ones to which the native people will go if they have a problem. If it's a question of a road, or whatever the case may be, they will go directly to that ministry. I have a co-ordinating role. We have one person on our staff for that, Judy

Clapp.

I'm also the chairman of the cabinet committee on native affairs, which again is a coordinating role for matters which deal with, say, the headland to headland issue which was mentioned earlier. This would be a matter that would be put forward. The submission would be put forward by the Ministry of Natural Resources to the cabinet committee on native affairs. Unless a matter is brought to our attention we do not become involved.

Mr. Wildman: I know. I attended a meeting with you and Ms. Clapp and members of the Garden River band over a year ago. I'm wondering what do you see as your role when a band raises a problem directly with you? Are you an advocate for their concerns?

Hon. Mr. Brunelle: Yes, certainly; using the old term, our door is always open. We often receive delegations and representations from the chiefs and members of their bands. One came in to see me last week. We had others not very long ago. So we do play an advocate's role.

Mr. Wildman: Am I right in interpreting what you're saying as this: the ongoing negotiations will be carried on and are being carried on by MTC?

Hon. Mr. Brunelle: That's right.

Mr. Wildman: If there is a problem and the band council is unhappy with what's happened and they wish to raise it with you, then you would follow it up after that; is that correct?

Hon. Mr. Brunelle: That's right.

Mr. Wildman: All right. Can you tell me how many land claims have been filed with Mr. Wilson?

Hon. Mr. Brunelle: Quite a large number. We can send you that information.

Mr. Wildman: Can you tell me the status of the negotiations over the 1924 land agree-

ment which has been going on for about 55 years now?

Hon. Mr. Brunelle: They are still going on.

Mr. Anderson: That's a good description.

Mr. T. P. Reid: They are still going on.

Hon. Mr. Brunelle: The native people have their own legal advisers and rightfully so.

Mr. Wildman: Can you tell me what the status is? The last time I asked this question I was told the federal Department of Justice was deciding what was happening with it, but since that time I think it has come back to the province. I've also heard there might be a move afoot—I hesitate to use the term—to dump it into the tripartite committee. Is that going to happen? Is that where it's at?

Hon. Mr. Brunelle: I believe that is part of the tripartite process.

Mr. McClellan: It has already been dumped.

Mr. Wildman: In the few discussions I've had with some native groups about that they're not happy with the fact that might happen; they're concerned that might prolong the process even longer. It's been over half a century now.

Hon. Mr. Brunelle: I believe the native people agreed to have this referred to the tripartite process.

Mr. Wildman: One other thing I want to raise with regard to that is this.

You may know that over the last few days we had a debate in the House over the disposition of lands of a number of communities in the Treaty No. 9 area and how those lands might be affected by the amendments to the Crown Timber Act. These are a number of communities that do not have reserve status; negotiations have been ongoing among the officials of Treaty No. 9, the provincial government and the federal government over the request of these communities to be given reserve status.

Suggestions have been made that the same kind of settlement that was made in the Big Trout Lake area should be made for these communities. In that situation, I understand an additional 195 square miles of land were allocated to the Big Trout Lake band. We then ended up with eight band reserve communities rather than the previous one.

It was a straight grant of land arranged among the three parties: the native people, the federal and provincial governments. However, I understand in 1975 Mr. Bernier indicated that the government was not willing to make that kind of agreement in regard to some of the other communities that were

looking for band reserve status as well but rather would trade land.

Can you explain the change? Why the difference in the two situations; why were you willing to grant lands in the early 1970s in the Big Trout Lake area but not willing to do so in terms of these other communities; why must there be a trade of land? As you no doubt realize, where there is one community that does have reserve status and another one that is trying to gain reserve status and you say to them, "We'll trade land," what you're really asking is that the one that has reserve status gives up some of its land so the other community can get reserve status, which is not easily arranged.

Why is there that difference? Why is there

that change?

Hon. Mr. Brunelle: I was not involved in any of those negotiations but I'd be pleased to have sent to the member information on the reasons this exchange was made in one case and not made in the other. I'm not familiar with the trade in question.

Mr. Wildman: Forgive me; with respect, that's what is bothering me. I would appreciate getting that information but that's what is bothering me. If, indeed, you are the minister who is responsible for dealing with native problems, how is it you can say to me that you weren't involved in that, that you don't know about it?

This is a major concern that has been raised by Treaty No. 9. They've been involved with negotiations for some time. As a matter of fact, I have a brief they prepared in April 1979 on the matter. How is it that these negotiations can take place and that as the minister responsible for the government's dealings with native peoples you weren't involved? [4:45]

Hon. Mr. Brunelle: With over 100 reserves in the province, with the type of problems involved in dealing with native people, which as the honourable member knows are lengthy, and with a staff of one person, as I said earlier if the matter is brought to our attention we are pleased to assist in trying to resolve it.

Mr. Wildman: What that says to me, and you may disagree with me, is you need more staff.

Mr. Anderson: If I might comment on that, around here if you say you need more staff you get cut off at the knees.

Mr. T. P. Reid: You used to do the cutting.

Mr. Anderson: I didn't say that.

What I wanted to say was I think it would be unfortunate if the impression was established that I, as the deputy minister for native affairs, and Judy Clapp, as the staff resource, are insensitive to or inconsiderate of native matters that are brought to us. Since March when I came on board no one has brought this particular issue to me. If Treaty No. 9 had been thrashing it around in April and prepared a brief I have to say I haven't seen it.

Mr. Wildman: I'll admit there have been some problems in the administration of Treaty No. 9. I will drop it there. I would appreciate your getting me that information.

I know my colleague from Bellwoods has to leave. He wants to raise a very important issue with regard to native affairs. I will

defer to him.

Mr. McClellan: This issue has been on the plate for a long time, for at least 10 years and most of it longer. Now that the apparatus has been dressed up in new clothes and we have a whole series of new pieces of machinery—the tripartite council, the Indian commission and the cabinet committee on native affairs—I am interested to know whether there has been a resolution of any single issue since the new machinery was set up.

Has the tripartite council managed to come to a definitive conclusion on any particular item that has been brought before it since it was established in March 1978? Is there something you can point to that has been accomplished? Is there a document I could have a look at to tell me what its accomplishment has been over the past year and a half?

Hon. Mr. Brunelle: As you may know, there are four working groups.

Mr. McClellan: Yes, I do.

Hon. Mr. Brunelle: Mr. Anderson chairs one of the steering committees. There has been a fair amount of work done in an area that made headlines a few years ago, Grassy Narrows and Whitedog. We have appointed Mr. Jolliffe as the mediator.

Mr. McClellan: I wanted to deal with that separately, but let's deal with that now since you've brought it up. Let me be more specific. I gather that the communities of Grassy Narrows and Whitedog have submitted a number of development proposals, that Mr. Jolliffe has been appointed as a mediator and that the proposals have gone to your government and to the federal government as well.

Hon. Mr. Brunelle: Yes.

Mr. McClellan: You received the proposals from Grassy Narrows and Whitedog last summer; has the provincial government given its response to the proposals?

Hon. Mr. Brunelle: We have received the proposals. Those dealing with the line ministries have been sent to those line ministries and there has been some feedback to our committee.

Mr. Anderson: We have tabled the response to Mr. Jolliffe for the other parties.

Hon. Mr. Brunelle: Did you hear that? Mr. Anderson is the one who works with them, just as Patrick Hartt is the chairman of the Indian Commission of Ontario.

Mr. Anderson: Mr. Chairman, I'll simply make sure the committee is clear on where I fit into the thing. The tripartite council is the two ministers and the four Indian organizations—

Mr. McClellan: I understand the structure. What I am asking about is the product, the end product.

Mr. Anderson: The steering committee does meet quite regularly. It tries to meet—

Mr. McClellan: That is not the product, that's the process. What I want to know is have any of the proposals—I don't mean to cut you off, but I'm facing a bit of a time constraint and I also wanted to avoid circumlocution with the two bands—

Mr. Anderson: Progress has been very slow in the four working groups. The tripartite steering committee has been very concerned about this. A comprehensive evaluation of what was causing the lack of progress was undertaken by the Indian commission and was reviewed by the steering committee several months ago. Their basic recommendationthat is the recommendation of Mr. Justice Hartt and the Indian commission, two of the tripartie parties-was they were never going to get anywhere as long as the Indians are basically focusing on their traditional aboriginal and constitutional and treaty rights. On the one hand, until those are fully accepted they are not very anxious to deal with specifics; and on the other hand the government is concentrating more on the need for some improvement in the means of livelihood of these communities and is trying to deal with the specifics. The basic recommendation of the Indian commission to the tripartite steering committee, which was accepted by all parties to the tripartite, was we'd better separate those issues; identify those which have to do with the rights, and not to repeat myself but recognize those are going to be dealt with in another forum. That was the phrase used. Let's tackle, in the tripartite working groups, those issues that can be resolved which don't depend on the resolution of so-called rights questions first. That, I must say, is a good

idea; but is easier said than done, it is still very difficult to disentangle the two.

Mr. McClellan: Did the proposals that came forward from the Grassy Narrows and Whitedog, which were received by you last summer, deal with treaty claims and aboriginal rights, or did they deal with specific development proposals?

Mr. Anderson: They dealt much more specifically with the development issues. I am speaking as the Ontario representative on the tripartite steering committee. I am greatly encouraged that we are going to be able to make identifiable progress with those two bands, given Mr. Jolliffe's good offices as the mediator.

The federal government did respond to each and every one of the recommendations from each of the two bands in their brief. We have done likewise. Because of the nature of a mediation process, I have to say the response of each government was initially in general terms in order to signal to Mr. Jolliffe the areas in which he should start to move for more specific results. He has done this. Two or three weeks ago, he convened a meeting of Natural Resources officials of the provincial government, myself and the Whitedog Indians in order to get down to brass tacks. I think he is going to chair another meeting. I have been in Ottawa for two days, so I am not precise about this. I think there will be a meeting early next week in Kenora, where MNR officials who deal with the natural resources the Indians want access to in their demands, the bands and Mr. Jolliffe or his nominee, will be getting down to cases.

Mr. McClellan: It seems like a very comlicated process. I am curious to know why it was designed the way it was, with Mr. Jolliffe as mediator. That suggests the likelihood of a refusal on the part of government to provide development assistance in that Mr. Jolliffe would, I suppose, come in as mediator in cases where either the federal or provincial government was unwilling to participate in providing aid in support of a development proposal.

Mr. Anderson: I certainly never heard that inferred; nor have I had any sense from the initiation of the mediation process that Mr. Jolliffe was there because someone was preordained to drag his feet. I think Mr. Jolliffe was there because in certain respects the issues do require orchestration from the paper company and from Hydro and some input from Lake of the Woods Water Control Board, and in certain respects from each of the two governments and from the bands themselves.

It was felt useful to have a separate person, a facilitator or a mediator, who would really ensure people were getting on with it from the various parts which would be affected.

Mr. Wildman: Do the Indians have more trust in him, because of what he had done in Manitoba, than there would be on the part of the band towards the governments?

Mr. Anderson: The decision to appoint Mr. Jolliffe was taken before I came on board.

Mr. Wildman: He mediated between the government and the northern Indian bands in the Manitoba hydroelectric development.

Mr. Anderson: I haven't got that background.

Mr. McClellan: I am not meaning to imply anything, but I am just curious about the term "mediation," because it usually suggests mediation of a dispute. However, when do you think we will have final decisions on the proposals that emerged last summer; and when do you think it might be realistic to see some of the proposals implemented? When we get down to the bottom line, since we are talking about two communities whose livelihood was destroyed by the Reed Paper Company and mercury pollution, when do you suppose we will see the creation of the first jobs out of this development proposal?

Hon. Mr. Brunelle: There are many issues to be resolved. I would hope within the new year there could be some resolution to the benefit of the Indian people, especially those dealing with economic matters. I think it will take some time to resolve all the issues; some are very complex.

Mr. McClellan: Is it possible for you to provide the committee with the proposal that came from the bands last summer, together with the provincial and federal responses to the proposal, so that we can be in a position to monitor progress, assuming there is some progress?

Hon. Mr. Brunelle: Since Mr. Jolliffe is the mediator, I think this is a matter one would have to discuss with him.

Mr. McClellan: Why don't I leave that with you to relate to him? I am sensitive to that.

Hon. Mr. Brunelle: Certainly, I will be pleased to.

[5:00]

Mr. McClellan: I would very much like to know what is being proposed and what is the government's response. I want to know, also, what obstacles there may be and if any progress is being made. We have been waiting since the beginning of this decade for some kind of government response to the construction of those two communities.

Hon. Mr. Brunelle: I would be pleased to get in touch with Mr. Jolliffe to see if he would be agreeable to this and to determine if he thinks it wouldn't jeopardize existing negotiations.

One must be fair, even though we haven't seen as much progress as one would like in assistance from the government. This government has provided a fair amount of assistance as the honourable member probably knows. The Minister of Northern Affairs did provide assistance to camps for the hiring of Indian guides and for the purchase of wild rice harvester equipment; aid was provided also in another area I can't just recall. There were three items.

Mr. McClellan: There was the frozen fish program.

Hon. Mr. Brunelle: I am glad you reminded me. It is not frozen fish, Mr. McClellan, but it provided a grant for coarse fish to be used for fertilizer.

Mr. McClellan: I had the misfortune to be on the flight when the freezer door was opened.

Hon. Mr. Brunelle: Also, Ontario Hydro was helpful last year and again this summer. They provided a certain amount of funds for Indian people to remove the debris from the rivers. So our government has been helpful in assisting the two local bands.

Mr. McClellan: I don't want to open that whole thing up again. As I say, if it is not something that would jeopardize the mediation process, I would be interested in being able to share that information. How many times has the cabinet committee on native affairs met?

Hon. Mr. Brunelle: The cabinet committee on native affairs has only been established in the last three months, I believe. We met four times. Prior to that we had a committee called the advisory committee on native affairs. It was comprised of the three deputy provincial secretaries of the three policy fields, along with the Deputy Minister of Natural Resources. I believe there was a representative from intergovernmental affairs. I was the chairman. We used to meet on average at least once every two weeks. Sometimes we called special meetings.

Mr. McClellan: That is better than the previous cabinet committee on Indian affairs of the late 1960s which I recall didn't use to meet at all. Have you met to discuss the development proposals from Grassy Narrows and Whitedog?

Hon. Mr. Brunelle: Yes.

Mr. T. P. Reid: First of all, as your deputy knows, I always like to talk about money. Before I get into specific matters, I want to ask about an item under the DREE activities. It is single-resource communities showing an amount of \$19.8 million. To what does that refer? Where did that money go? What were the programs associated with that? This is on page four of the briefing books. It is the second paragraph, fourth line from the bottom.

Hon. Mr. Brunelle: Yes, and expenditures for 1974 have a total of \$95.7 million and, in brackets, \$70.4 million under four subsidiary agreements already expired, and \$25.3 million under current agreements. Your question, Pat, is what?

Mr. T. P. Reid: Two lines down it says "Current subsidiary agreements include northeastern Ontario, \$29 million; single-industry resource communities, \$19.8 million. To what does that refer?

Hon. Mr. Brunelle: This is the northern rural development agreement.

Mr. T. P. Reid: What is the money being spent on? What programs or projects specifically were they?

Hon. Mr. Brunelle: Forestry, agriculture and tourism. I haven't got a breakdown. We could give you a general idea of it.

Mr. T. P. Reid: In that case, I prefer to have a specific breakdown, if I could, at some other date.

Hon. Mr. Brunelle: Yes, we'd be pleased to send that to you.

Mr. T. P. Reid: I'd like to see what that program is about.

Mr. Anderson: We'll have to ask Northern Affairs for it.

Mr. T. P. Reid: Oh, lovely. Under salaries and wages, \$470,500; how many staff people does that cover?

Hon. Mr. Brunelle: Seventy-five thousand two hundred dollars?

Mr. T. P. Reid: No, \$470,500 in the estimates.

Mr. Anderson: That would be 20 staff.

Mr. T. P. Reid: Twenty staff? How many of those would be clerical or secretarial?

Hon. Mr. Brunelle: We have the deputy, Mr. Anderson, six policy advisers and nine executive assistants. The others would be clerical.

Mr. T. P. Reid: That makes the average salary of those eight people pretty healthy.

Hon. Mr. Brunelle: These people are highly qualified. I don't think their salaries are out of line with similar functions in any other ministry.

Mr. Anderson: Mr. Chairman, I think the explanation is that the normal salary profile with some chiefs and lots of Indians, if I may use that phrase—

Mr. T. P. Reid: You'll have to be careful with that phrase. Chiefs and native people.

Mr. Anderson: In that case, I'll say some officers and lots of troops, lots of rank and file, how is that? That is not the normal profile. That is not the profile of the policy field secretariat where, by the very nature of the work, we are top heavy in officers, so to speak. There's a deputy minister and six policy advisers and an executive assistant to the minister, all of whom are at various levels of officer salary starting with my own. That kind of raises the average compared to the very quite small core of clerical staff.

Mr. T. P. Reid: I'll know where to go after the next election, I guess. Other than Ms. Clapp's salary, I presume that none of that \$470,500 relates to any of the salaries being paid to any of the various groups we have running around dealing with the native people?

Mr. Anderson: For instance?

Mr. T. P. Reid: That's the tripartite group. Of course, you're involved in that but I'm thinking of Justice Hartt's little empire.

Mr. Anderson: None of that \$470,000 is salaries and wages.

Mr. T. P. Reid: Where is that funded?

Mr. Anderson: The \$217,000, just a little lower, is a transfer payment, Indian Commission of Ontario.

Mr. T. P. Reid: That's the total there. That's what I thought because I've got that circled. What does that pay for? What do we get for that money?

Hon. Mr. Brunelle: The breakdown of that \$217,500 is Indian Commission of Ontario, \$123,900, for the mediation process to which we just referred.

Mr. T. P. Reid: That first figure was for mediation or for salaries?

Hon. Mr. Brunelle: The global figures there are Indian Commission of Ontario, \$123,900; the mediation process for Whitedog and Grassy Narrows, \$33,600; and the tripartite process, \$60,000.

Mr. T. P. Reid: Mr. Justice Hartt's salary—his judge's salary—is paid by the federal government?

Hon. Mr. Brunelle: Yes, it's the federal government.

Mr. T. P. Reid: And is there a bookkeeping entry in which we pay his salary?

Hon. Mr. Brunelle: I don't believe so.

Mr. T. P. Reid: I hate to ask about money; I know it's not usual in estimates, and I am always amazed that nobody knows anything about it when I do. I shouldn't be amazed. I know that's rather a strange approach to take in estimates, but I just wonder whether we are getting our money's worth.

Quite frankly, I don't understand exactly what Justice Hart does. I know what he did do to us on his northern commission, and he's managed to maintain himself. He seems to be part of that principle that says we rise to our own level of incompetence. What does he do?

What do all these people do?

I am amazed when I look at the briefing book and I see a long list reeled off about the tripartite discussions, the Indian commission, mediators and all the rest of it, particularly when in many cases the majority of the responsibility for Indians or status Indians falls under the federal government.

It seems to me in the last few years that, other than royal commissions, the biggest indigenous industry we have in Ontario is the Indian industry, where a lot of people, both inside government and outside, all funded by the grateful taxpayers, are running around doing the same things, and mostly doing it to the taxpayers.

Explain to me what Mr. Justice Hartt does that couldn't be done either within your ministry or within another ministry and how he sort of fits into the whole scheme of things.

Hon, Mr. Brunelle: Mr. Chairman, I would like to ask Mr. Anderson, who works closely with Mr. Justice Patrick Hartt, to reply.

Mr. Anderson: First, Mr. Chairman, to try to answer the question, what does he do that we couldn't do if we had that kind of budget: First of all, he is neutral between the provincial authorities and the federal authorities both of whom have an interest even in status Indians on the reserves but certainly in status Indians off the reserves.

We could deal with the federal government but it was perceived, and in my opinion correctly—

Mr. T. P. Reid: It was perceived by Mr. Justice Hartt, as I recall.

Mr. Anderson: —that there needed to be a fourth party, a neutral party, to try to facilitate some action from the two governments and the Indians to get some programs going

where all three parties would participate; it would be useful to have a neutral body.

What does he do? He has a lot of contact—he and his staff—with the four Indian organizations but, more important than that, with the band chiefs. He is very knowledgeable, in my experience, in what is going on in their minds. It is true that we should be knowledgeable of what's going on in their minds, but that is only partly true. It's true that the federal government should certainly be knowledgeable of what's going on in their minds. One must remember that the disorders in Kenora were in the back of people's minds when they started to grope for this kind of apparatus.

[5:15]

I think Mr. Justice Hartt would say that his capacity to be in direct communication with the Indians is to ensure that governments are aware of issues, where the shoe is pinching hard and where something should be done. He has been sensitive to the notion that they would like a different band policing arrangement. As members of the committee probably know, there is a federal-provincial agreement on the band constable program. Indians generally would like to see that altered. Mr. Justice Hartt is the one who has been closest to the Indians in getting a feel for what it is they really want and interpreting this to the two governments. I don't know whether that is an adequate answer, but his band days are spent particularly getting the feel of the Indian people in this province.

Mr. T. P. Reid: He reports to your tripartite committee?

Mr. Anderson: He is the chairman of the steering committee, which is the body which meets the most often, and he reports as the servant of the tripartite council, which comprises the two ministers and the four Indian organization presidents.

Mr. T. P. Reid: I know everybody loves this kind of thing. The most complicated we can get and the more committees we can get, the less that seems to be done. The Indians have learned this themselves very well and come to love meetings almost as much as some civil servants do.

That being the case, what are Ms. Clapp's responsibilities then? I see them here, but it seems to me we seem to have a plethora of people and committees running around doing essentially the same thing. It seems to me needlessly complicated and needlessly confusing.

Hon. Mr. Brunelle: Are you referring to Judy Clapp?

Mr. T. P. Reid: Yes.

Hon. Mr. Brunelle: She is our policy adviser on native affairs.

Mr. T. P. Reid: Can I stop you there? You say policy adviser. Does Ms. Clapp initiate policy or does she co-ordinate policy?

Hon. Mr. Brunelle: As was mentioned earlier, our role is mainly a co-ordinating role. We say to the Indian people when they have a problem to bring it to the attention of the line ministry. If they feel they are not getting fast enough results or if we can be of some assistance in facilitating them, we are pleased to assist.

As you know, a cabinet committee on native affairs was established three or four months ago to deal with very complex and difficult issues. These matters are brought to our attention. Ms. Clapp is the one who assists in the preparation of the agenda and who meets with other ministries. We have good communication with the native community branch. That branch in the Ministry of Culture and Recreation also deals with status Indians on and off the reserves and also with the Metis. Our role is a co-ordinating role.

Mr. T. P. Reid: I have a feeling we are rewriting Catch-22 here.

Mr. Anderson: If it doesn't offend anyone, I think it's as simple as this: this staff member provides a staff resource for me. She is the only person on the staff to support me in representing the province in the tripartite forum. I would venture to say, without having run an audit, that three quarters of her working week is spent in discussions with our line ministries which are responsible for responding to Indian needs in this province. I should think a quarter of her time is spent dealing with the officials of the Indian commission and with the Department of Indian Affairs and Northern Development in Ottawa. overtime is spent with me.

Mr. T. P. Reid: I don't want to get into that part of it. She certainly probably earns her salary.

Mr. Wildman: Can I ask a supplementary, Pat?

Mr. T. P. Reid: If you dare.

Mr. Wildman: Not with respect to the overtime.

Following up on the question the member for Rainy River raised in terms of initiation, basically what you are saying to us is you are reacting. You will react if someone from one of the native organizations, a band

councillor or chief, comes to see you about a problem. But if you hear about a problem in your discussions with various organizations or with the federal government and the line ministries, you won't go running out to meet with the people directly involved and say, "Look, we hear you've got a problem and we would like to help you with it."

Do you do that, or do you just wait for

them to come to you?

Mr. Anderson: If I accept the phrase, "just wait," it is for this basic reason: the problems of status Indians in this country and in this province are fundamentally a federal problem.

Mr. Wildman: Except when it relates to land, then the Ministry of Natural Resources is involved.

Mr. Anderson: That's right. As you said, the Ministry of Natural Resources has been dealing with one case, a treaty issue, for 55 years. The Ministry of Natural Resources is dealing with land issues and with issues of natural resources on the land.

Mr. Wildman: Hunting and fishing rights.

Mr. Anderson: Yes, because these are provincial resources which are the responsibility of the Ministry of Natural Resources to administer and licence, et cetera. When it comes to Indian bands having problems, basically their problems have been constitutionally, and in the province's view are primarily, the responsibility of the Department of Indian Affairs and Northern Development of Canada.

Mr. Wildman: So you're waiting for them to come to you.

Mr. T. P. Reid: In case somebody shows up, we've got all these things down on paper to deal with.

Hon. Mr. Brunelle: I should also mention, gentlemen, that the financial implications of the issues that will be coming before this government in the years ahead are tremendous. Take Indian land claims, for instance. As you well know, the federal government has tremendous resources and quite a large staff.

The Indian people themselves have legal people-

Mr. T. P. Reid: With quite large staffs.

Hon. Mr. Brunelle: Yes, with quite large staffs. Therefore, we have to be prepared in our own position, in view of the financial implications in the tripartite process and also in the mediation process.

Mr. T. P. Reid: I really think the whole thing has got out of hand. Can I safely presume that the Indians now have a similar structure set up to deal with all of these matters paralleling what the Ontario government has done?

Mr. Anderson: I seem to be rising to the bait easily. What we have done is to hire one person, Judy Clapp. That's what we have done in honour of this whole apparatus. We field a lot of people from various ministries to participate in federal-provincial Indian working groups, as we would if we had a transboundary problem with Manitoba. What we have done, as I said, is bring one person on staff.

Yes, the Indians have-

Mr. T. P. Reid: It's quite a growth industry.

Mr. Anderson: They have said that in order to cope, and to deal on an adequate basis, and to express themselves and their needs properly vis-à-vis the capacity of the Department of Indian Affairs in Ottawa, which is quite considerable, and the Ontario government-meaning our ministries-they do need adequate staff to participate on a satisfactory basis.

Mr. T. P. Reid: They are being funded primarily by the federal government?

Mr. Anderson: They are being funded primarily by the federal government. But I think I'm right in saying, although this is before my time, that we provided about one third of the costs of their participation, their capacity to participate, to be in the park at all. This year we got that down to one fifth.

Mr. T. P. Reid: I'm also concerned about the matter of nonstatus Indians, but there are other people who want to make remarks. The whole thing horrifies me. I can see it growing like Topsy.

However, I have one other matter I wish to discuss briefly. Have you had anything to do, Mr. Minister, with the Rainy River agricultural plan for improving drainage and clearing in the Rainy River district, which would give a great impetus to the agricultural community in the area and provide a great deal of employment? Has that come on your plate vet?

Hon. Mr. Brunelle: No, it hasn't. Would this be part of the West Patricia-

Mr. T. P. Reid: No, not at all. It's nothing to do with it.

Hon. Mr. Brunelle: I don't know whether Mr. Cooper, who is the policy adviser on agriculture-

Mr. T. P. Reid: Perhaps I will send you a letter. I wouldn't want Mr. Cooper to feel left out. I will send you a letter on that because we're not getting too far with either the Minister of Northern Affairs or the Ministry of Agriculture and Food on that. It is probably something that you should at least be aware of.

That's really all I had, Mr. Minister. But I must reiterate that this whole business of dealing with the Indian peoples and the Métis is something that really is needlessly complicated. It really has become a growth industry, particularly, I think, from the Indian side. I'm not saying they don't need the resources to deal with this matter, but I think the whole thing has got completely out of hand. I have some reservations about Mr. Justice Hartt concerning the way he carried out his responsibilities as the commissioner on the northern environment and his continuing participation in these matters. But obviously there's not very much I can do, except express my concern.

Ms. Bryden: Mr. Wildman had one very short supplementary.

Mr. Wildman: Can you tell me what role, if any, your policy secretariat had in the decision that was made by the Ministry of Culture and Recreation and confirmed by the Premier that they would concentrate on offreserve projects rather than on-reserve projects, in terms of recreation grants?

Hon. Mr. Brunelle: This matter was discussed in the past, mainly in our advisory committee on native affairs. The Treaty Indians are mainly a federal responsibility and programs-like housing-are funded under the federal government's Department of Indian Affairs. But there is a large number of Treaty Indians, probably just as many, who are living off reserves. The Métis and the nonstatus Indians are close to 200,000, so that's a much larger group. Often they are just as disadvantaged, if not more so. Therefore, it was felt that the budget of the native community branch, especially in the last year or two, should go mainly to those off-reserve people.

[5:30]

Ms. Bryden: I have three areas I wanted to discuss where I think co-ordination by the secretariat is essential, because they do cut across many ministries. We may not have time to delve into all three, but I thought I would mention what they were and then we can start on one, two and three and see how far we get.

One of the three is the question of implementation of the recommendations of the Environmental Assessment Board on Elliot Lake.

As I am sure you are aware, they cut across many ministries from Natural Resources to Housing to Culture and Recreation. I notice in your statement you just note that the report was received in May. "The interministry group has reviewed the findings and the recommendations contained therein as the basis for the government's response." I gather there is still a lot of work to be done on the response.

Before you respond I'll just mention the other two areas I would hope you would be looking at co-ordinating so I can at least get them on the record.

The second area is the preservation of wetlands. The Federation of Ontario Naturalists produced a very comprehensive issue of their magazine dealing entirely with this question and with the crisis situation, pointing up the disappearance of our wetlands over the last 25 years and the effects on the ecology. Again, they proposed a 10-point policy which cuts across many ministries. I did raise the issue in the Environment estimates and while the minister was sympathetic to the needs he was not prepared to take the leadership role in the preservation of the wetlands. He felt that some other ministry had more responsibility. That's the second question.

The third area is the Niagara Escarpment Commission, which is now at the stage of having presented their new draft report. We will be going through public hearings on that, but it also contains recommendations for possible amendments to the legislation which I think your secretariat should be studying. It also envisages ultimately, I think, the phasing out of the present role of the commission, whether or not the commission will continue itself, and the transfer of a great deal of its Municipal Board perhaps taking the place of the hearing officers.

The thing that concerns me and a lot of other people concerned with the commission is what will take place if the escarpment commission does not continue. Will there be an overall provincial supervisory body maintaining the presence of a provincial plan? I think when we passed the original Niagara Escarpment Planning and Development Act the whole point of it was to develop an overall provincial plan for this very unique resource. I think there's some concern that once a lot of the responsibility is delegated to the municipalities there will be no overall provincial plan. That is the third area.

I have one supplementary question on the Grassy Narrows-Whitedog situation that I would like to deal with first, if I may, Mr.

Chairman. Then we can perhaps get back to some of those others and have a dialogue on them.

With regard to the new situation in that area as a result of the sale of Reed Paper's Dryden operation to Great Lakes Forest Products and the effect that may have on the proposals that have been made for the development of the area, I have a letter from the Minister of Natural Resources (Mr. Auld) to Mr. Carter, the president of Great Lakes. It is in response to a letter from Mr. Carter stating some of his company's plans for the future. Mr. Auld notes that Mr. Carter envisages a shortage of available fibre, that is wood supply, of 145,000 cunits from what appears to be in the hands of the company or what it appears to be able to purchase.

Mr. Carter asks where would this come from and if it would be forthcoming in order to ensure the fulfilment of the plans of Great Lakes. Mr. Auld replies that it would have to come out of the area known as "the Reed expansion area," which I presume is the area covered by the memorandum of understanding. There seems to be a lot of confusion as to whether the offer of timber limits in the memorandum of understanding can be transferred to Great Lakes with the sale of the assets.

There is also further concern as to whether the terms of the memorandum of understanding, which have not yet been completely written out because each party has to carry out certain steps, have been discussed with the Fahlgren commission and with the native peoples concerned. That's my question really. Mr. Auld says in his letter to Mr. Carter, "Finally, and by no means of least importance, we would want to consult with the people of the affected areas, including the native people."

Have any steps been taken to start involving the native people, either by the tripartite committee or in any other way, with regard to the implications of granting further timber limits to Great Lakes, or what will happen under the memorandum of understanding and how that will affect the proposals that have been made and are now in Mr. Jolliffe's hands?

Hon. Mr. Brunelle: With reference to the questions posed by Ms. Bryden, the first one dealt with the responses to the Environmental Assessment Board. The first report, tabled by Dr. Parrott about a week ago, dealt with the expansion of the community itself. The second report, which will be forthcoming in the months ahead, will be dealing with the effects

on the environment of the mining community. They are two separate reports.

Before you arrived, we had quite a discussion on the Elliot Lake report. Mr. Richards, who is our policy adviser and coordinator for the various ministries, was involved and attended many of the hearings of the Environmental Assessment Board. He is here today. I'm not sure if I have answered your question or not on that.

Ms. Bryden: I wanted an answer to my question about Great Lakes and the timber limits and whether the act has been referred to the native people and the tripartite committee.

Hon. Mr. Brunelle: My understanding of the purchase of these Reed assets by Great Lakes is that when this matter was submitted three or four years ago, when there was a memorandum of understanding with Reed, there were certain things that the company would have to do before it would obtain the rights to those timber limits in the area mentioned. There would, of course, be public hearings, which I would think would be by the Environmental Assessment Board.

Now that the Great Lakes has acquired the assets, my understanding would be that it would have to comply with all the requirements in that memorandum of understanding. The native people certainly should be considered for employment in the cutting of the timber, if and when that does happen.

I guess you've read the memorandum of understanding?

Ms. Bryden: Yes. You said that the Indians would be consulted; have they already been consulted or are you looking to the future?

Hon. Mr. Brunelle: This sale has taken place only in the past month, so because of the shortness of the period there has been very little involvement.

Mr. T. P. Reid: We are also waiting for the West Patricia land-use study. Until someone sees that, nothing is going to be done.

Ms. Bryden: The main thing is we want to be sure that the timber limits are not transferred without public hearings. That doesn't seem to be clear. There seems to be some doubt as to whether they could be automatically transferred with the sale.

Hon. Mr. Brunelle: I think it all hinges on the memorandum of understanding. I remember looking it over two years ago but I haven't looked at it since. I'm quite sure there are safeguards there and there would have to be public hearings. I feel quite certain that the native people will be considered for employment.

Ms. Bryden: Are you planning also to refer the question of implementation of the memorandum of understanding to the Fahlgren commission?

Hon. Mr. Brunelle: This would probably be one of the Fahlgren commission's responsibilities because that area lies north of the 50th parallel.

Ms. Bryden: I understand that it has been in a state of limbo for a while.

Mr. T. P. Reid: We went through this during the Ministry of Natural Resources estimates and there was a commitment that that would be the procedure that would be followed, but we won't have the West Patricia land-use study until 1981 at which point the Fahlgren commission, if it's still in existence, will receive it and there will be hearings under the Environmental Assessment Board.

I'm satisfied at least that everybody's rights will be protected. The minister has stated on a number of occasions that there's no commitment for any licence to be given to Great Lakes, Reed or anybody else until all these procedures have gone through.

Ms. Bryden: I hope that is true.

Going on to the Elliot Lake question, I'm sorry I wasn't able to be here earlier but I just want to be sure it is definite that you do have somebody in charge of co-ordinating the implementation of all the recommendations—or whichever ones the government accepts—of the Environmental Assessment Board, because it does cut across many ministries.

Hon. Mr. Brunelle: Our policy field has been involved, especially Mr. Richards, who is here this afternoon. He has been very active; in fact, he was in Elliot Lake again yesterday. He has attended most of the meetings.

As was mentioned earlier, when it comes to, say, housing, the Ministry of Housing has the main responsibility. If there are problems and if they are brought to the attention of the Ministry of Northern Affairs, if they feel that there's a need for co-ordination they in turn will bring it to our policy field.

Ms. Bryden: There is this situation that has arisen just recently where they appear to be building trailer camps within two kilometres of the tailings area, which is contrary to the recommendations of the Environmental Assessment Board. Who is looking into that situation?

Mr. Wildman: Other than Homer Seguin.

Hon. Mr. Brunelle: I should have also mentioned that Mr. Anderson is also the chairman of the committee of deputy ministers. I'd be surprised if this question of trailers had not been discussed. Ken, are you aware of this problem?

[5:45]

Mr. Richards: Yes, Mr. Chairman, I am aware of that specific problem. It was raised recently by Homer Seguin of the United Steelworkers union.

At the meeting I chaired yesterday of most of the officials of the Ministries of the Environment, Labour and Natural Resources who are directly involved with the situation at Elliot Lake, to review all of the recommendations of the board's report, we did discuss the specific recommendation of the board with respect to the two-kilometre exclusion zone that they recommended with regard to the tailings area.

On that occasion it was brought to the attention of the relevant officials of the Ministry of the Environment that there were trailer parks within that site. As a result of the discussion yesterday it was agreed that we would look further into that and possibly initiate testing procedures through the Ministry of Labour to test for radon levels within those residences located within the sites.

With regard to the board's specific recommendations on the exclusion zone, as yet we have more discussions to undertake with regard to that, because obviously the AECB, as one of the other agencies, has an involvement in this, and we would want to discuss that problem with them. They have raised a couple of concerns about the possibility of a two-kilometre exclusion zone, because they felt that in the hearings the evidence presented to the board wasn't clear enough to state categorically whether it should be two kilometres or one kilometre. There was some doubt and we have more exploratory work to do in that regard.

Ms. Bryden: Who gave permission for this particular trailer park to be installed within the two-kilometre buffer zone?

Mr. Richards: I think the specific sites are located on the company's land, and in that regard I understand that companies which have a specific plot of land are allowed some degree of discretion with regard to the location of temporary housing facilities for construction workers associated with a development before the situation stabilizes; so you would probably find that there was no appli-

cation necessary for that kind of development because of the latitude that mining companies allowed within, I believe, the Mining Act and possibly within the Public Lands Act as well. I am not too sure of the entire legislative means, but I think that is probably the case.

Ms. Bryden: Surely, when a public inquiry has made a recommendation of that sort, no further development should be allowed until such time as you are sure it is safe if there has been an investigation of the recommendation, but it appears that nobody has been intervening at all to prevent this sort of thing happening. It may be that the workers' health is at risk.

Mr. Richards: That's a matter again that occupied a great deal of discussion and debate at the environmental hearing, not so much the health aspects but certainly the community health aspect associated with exposure to low-level radiation and particularly emanations from dustfall from the tailings.

The recommendation of the board, as I said, was based on evidence that they interpreted. There are officials in the Ministries of Labour and the Environment, and in the AECB as well, who feel that perhaps the board was being overly generous with two kilometres and that perhaps the exclusion zone might be less.

The other question is, should it be a twokilometre circle around a tailings area or should it be in the form of an ellipse or something like that? It would depend on wind directions, topographical features in that area, the different climatological changes during the year-all of these considerations have to be weighed. The possibility is that you might even have to consider each tailing area on its own specific site considerations rather than just developing a standard for an area as a

Mr. Wildman: Isn't that the overall problem? We need standards. It is impossible for anyone to decide, whatever activity it is, whether it is a good thing or a bad thing unless there are some basic standards, whatever they may be. That's the case also in terms of exposure within the mines. As long as we don't have standards, it is impossible for the union to determine whether or not an individual has had too much exposure.

Mr. Richards: That's true.

Mr. Wildman: There may be some argument as to what is the minimum, but surely we should establish some standard. At some future date it might have to be changed or adapted because of further research, but surely we need some kind of standard now.

Mr. Richards: I believe it is fair to say that that is really the nature of the debate we got into at the staff level yesterday. That is the kind of thing we are discussing as part of the response of the government to the recommendations of the Environmental Assessment Board. I think the point was made earlier, and it is a valid one, that the issues raised by the board are complex both in technical terms as well as in terms of the legislative aspectsguidelines, standards and the rest.

Ms. Bryden: Isn't part of the problem also to do with buck-passing? Which of these ministries should say, "You will not build housing in this area"? Is it AECL? Is it the Ministry of the Environment or the town council? Isn't there a problem there that perhaps nothing is done because each thinks the other is responsible?

Mr. Richards: I don't think so in this case. I think the review of the Environmental Assessment Board's report is so thorough that we would be able to respond to each of the findings and recommendations made by the

Ms. Bryden: But who will ultimately be responsible for deciding whether a trailer park should be forbidden in an area of this sort? Presumably in the past the company has been allowed to establish them where they wanted. Which agency would make the decision or the order?

Mr. Richards: You have named the choices. At the moment we haven't reached the point of recommending one specific organization that should be responsible. As I said before, we are still going through the board's report trying to separate out the kinds of issues you have raised in order that the appropriate decision can be made.

Ms. Bryden: That's why nothing is happening at the moment in this instance. That's the problem. Until you do decide who is responsible, it will be left to each of the other agencies and nothing will happen.

Thank you, Mr. Richards. I hope we do have a strong co-ordinating presence on all of those recommendations. A lot of them are

verv valuable.

In the few minutes left, I want to go on to the Niagara Escarpment Commission. Mr. Minister, do you envisage the phasing out of the Niagara Escarpment Commission when the municipalities have incorporated the final plan in their official plan?

Hon. Mr. Brunelle: There has been no determination on that matter. As you know, the plan has been sent to the municipalities. We are looking forward to considerable input by the municipalities and the various interest groups. There have been some suggestions made that in time there has to be, in view of the importance of this provincial resource, some sort of an overview by the government. Just what form that will take I don't know.

Some have made suggestions, for instance in the white paper on the Planning Act, that there could be provisions in that act that where there is a provincial resource it could be administered under certain items of the

regulations.

However, there has been no determination on that. We are looking forward to the views as to how the future of that commission should be decided.

Ms. Bryden: So that would be a subject for public hearings.

Hon. Mr. Brunelle: That's right, but the government itself will be making the final determination.

Ms. Bryden: I hope it is a determination that allows for a strong provincial presence and initiative. On the preservation of the wetlands, have you seen this article of FON's and its 10-point proposal?

Hon. Mr. Brunelle: Yes, I have seen it. The main ministries that are very interested are Natural Resources, Environment and Agriculture and Food. The land-use committee will be meeting in January, and this is on its agenda. We are very interested because of the whole provincial interest in wetlands. We can keep you informed of the results of that initial meeting. It is a very important matter and it will be discussed.

Ms. Bryden: They make the point in their publication that while land drainage has been a very important agricultural policy in the past and has given us new agricultural land in some cases, in other cases it has been counter-

productive and has drained wetlands that should have been preserved from the point of view of ecology generally and the province as a whole. If you do drain lands that are playing a very important ecological role, maybe you should develop alternatives somewhere else so you can, to some extent, restore or create new wetlands. The situation is getting very serious.

Hon. Mr. Brunelle: That was a very good paper the federation put out.

Ms. Bryden: We did more or less cover my three areas, and I thank the minister.

Mr. Chairman: Just before we carry the vote, I would like to thank the minister, the ministry staff and the people from the Niagara Escarpment Commission who have attended all afternoon for their co-operation. When we carry this vote, that will complete the work of the committee for this session. I want to thank the members of the committee for their co-operation throughout.

Hon. Mr. Brunelle: I would like to thank you, Mr. Chairman, and the members of the committee for their very constructive comments. I know my staff joins with me in thanking the members of the Niagara Escarpment Commission and the royal commission.

Mr. Chairman: In terms of the demographic slide show, if the ministry would agree, perhaps we could have the information contained on those slides transmitted to paper and circulated to the members. Just file it as an exhibit with the committee and we will circulate it to all members. I am sure the information contained therein is very valuable. Time just doesn't permit the committee to see the show.

Vote 1801 agreed to.

Mr. Chairman: This completes the estimates of the resources development secretariat.

The committee adjourned at 6 p.m.

## CONTENTS

Wednesday, December	12, 1979
Opening statements, Mr. Brunelle, Mr. T. P. Reid, Mr. MacDonald	S-1635
Resources Development policy program	S-1653
Adjournment	S-1681

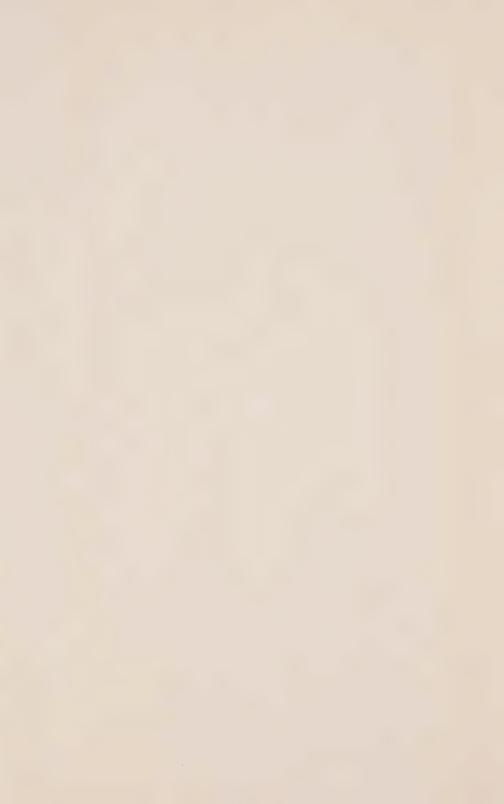
## SPEAKERS IN THIS ISSUE

Brunelle, Hon. R.; Provincial Secretary for Resources Development (Cochrane North PC)
Bryden, M. (Beaches-Woodbine NDP)
Gaunt, M.; Chairman (Huron-Bruce L)
MacDonald, D. C. (York South NDP)
McClellan, R. (Bellwoods NDP)
McKessock, R. (Grey L)
Reid, T. P. (Rainy River L)
Wildman, B. (Algoma NDP)

From the Provincial Secretariat for Resources Development:
Anderson, W. A. B., Deputy Provincial Secretary
McMullin, I., Chairman, Niagara Escarpment Commission
Richards, K. J., Executive Officer
Smith, R., Executive Director, Royal Commission on Electric Power Planning











Covernment Publications BIA---- AUG 26 1980

Government Publications